

BEST PRACTICES *of* COMMUNITY POLICING IN:



THE UNITED STATES CONFERENCE OF MAYORS:
BEST PRACTICES CENTER



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THE UNITED STATES DEPARTMENT OF JUSTICE

Office of Community Oriented Policing Services

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March 15, 2006

DEAR MAYOR:

As President of The United States Conference of Mayors, I am pleased to provide you with the latest volume in our Best Practices series—*Best Practices of Community Policing in Gang Intervention and Gang Violence Prevention*.

This publication examines successful approaches mayors and police departments are implementing to provide gang prevention and intervention strategies to communities plagued by gangs, and also to provide effective gang suppression efforts in those cities where gangs are trying to take hold.

Gang experts agree that the nation's largest and most dangerous gangs, including the Bloods, Crips and Mara Salvatrucha (MS-13), have spread from west coast cities to communities in Seattle, New York, Texas, Virginia and other parts of the country. In partnership with the Office of Community Oriented Policing Services (COPS) at the Department of Justice, and other local, state and federal agencies, mayors are working to stem the growth of gangs, reverse the trends of growing youth violence and reclaim our communities across the country. Mayors have taken the lead in building and sustaining effective programs against gang crime in their cities, and this publication looks at their success stories.

I want to express the appreciation of the mayors of this nation to the Office of Community Oriented Policing Services (COPS) of the U.S. Department of Justice, for funding the Mayors' Institute for Community Policing, and thus making possible the compilation and dissemination of this valuable book on community policing.

Your continuing contributions to our Best Practices Center and its publications have been crucial in gathering up-to-date community information that is vital to the sharing of the exemplary programs you have developed to improve the quality of life across urban America.

Sincerely,

A handwritten signature in cursive script that reads "Beverly O'Neill".

Beverly O'Neill
Mayor of Long Beach
President

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Mayor Donald L. Plusquellic

AKRON POLICE DEPARTMENT

The Gang Intervention through Curfew Enforcement program uses a small detail of officers to conduct neighborhood sweeps in high crime and gang neighborhoods to take the juveniles off the street who are at highest risk of gang membership, gang violence or gang victimization in the Akron area. The Gang Unit coordinates the program in order to better identify gang members serviced in the program.

When juveniles are arrested for violation of the curfew ordinance, they are transported to a rehabilitative program center known as the Oriana House. The juveniles receive their initial counseling and are advised on how to stay out of street gangs. The parents or guardians are notified to pick their child up and upon arrival at the program site they are given educational materials on preventing their children from becoming involved in gangs. A follow-up call is made by Gang Unit officers to the parents or guardians of the suspected gang members to further reinforce the educational materials provided the Oriana House.

Target sites are determined by locating gang parties, suspected gang fight locations, and known drug trafficking spots used by gang members to “post up” and sell drugs.

Another program run in conjunction with the Gang Intervention through Curfew Enforcement program is “Youth Court.” This is run by the Juvenile Judge of Summit County and is co-coordinated by COPS officers from the Akron Police Department. The program picks juveniles up during the sweeps and puts them into a courtroom setting with their peers who act as a jury and determine culpability of the offenders in violation of the curfew ordinance.

ESTABLISHED

The program was created in 2003 in order to attempt to curb the increasing number of juveniles joining gangs in the community, and committing violent criminal acts while members of criminal gangs, and to prevent the ever-increasing number of juveniles who were becoming victims of violence in Akron.

“There is a direct connection between the criminal gang members and the juveniles who frequently violate the curfew ordinance.”

EFFECTIVENESS

To measure the effectiveness of the program we utilize base numbers of gangs and gang members in the community and do periodical counts to determine an increase or decrease in gang membership. We utilize the numbers of juveniles serviced on each Saturday enforcement sweeps; Those that are picked up off the street and placed into Oriana; and, Those released to a the parent or guardian, and youth taken out of harm's way and temporarily removed from the gang threat on the street.

FUNDING

The program is financed through the "Office of Juvenile Justice and Delinquency Prevention Formula Grant (OJJDP)."

OTHER INVOLVEMENT

The Akron Police Department is the primary agency responsible for the program. Oriana House is the secondary location responsible for the program and no other city agency is involved in the program. Occasionally the Gang Unit will receive complaints

from Block Clubs or Block Watch organizations, City Council members, and other citizens of Akron referencing the juvenile crime problems and proposed target locations.

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Mayor Donald L. Plusquellic

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LESSONS LEARNED

The major lessons learned from the program are that there is a direct connection between the criminal gang members and the juveniles who frequently violate the curfew ordinance. Lack of parental supervision can be contributed to juvenile gang membership.

Another major lesson is that the identification of gang members in the program cannot take place without a permanent gang unit that already has stored intelligence on active gang members in the community. Starting from scratch with this program would be more difficult if the officers had to build up a gang indicator database just to identify the basic gangs in the area. Utilization of the media to bring attention to the program as a public service announcement is also extremely effective. Our program was

announced both in print and electronic media thus warning citizens to keep their children off the streets or face being arrested.

Our specific advice for mayors wanting to implement a program such as the *Gang Intervention Through Curfew Enforcement Program* is to canvass the *Community Block Clubs* and *Block Watches* and obtain complaints from the citizens to better target areas with the highest concentration of juvenile gang problems. This information can be coordinated with crime mapping to best determine target future locations for sweeps by your small details of officers.



Mayor Gerald D. Jennings

THE CAPITAL REGION GANG PREVENTION PROGRAM

The Capital Region Gang Prevention Program was designed to be a coordinated community response to youth gangs in the City of Albany. The approach involves four main strategies: community building, education, peer mentoring and employment preparedness.

The following are the objectives of the program: Mobilize the local community to implement strategies regarding gang violence; Provide education and build awareness among school staff regarding youth gangs; Provide education and build awareness among parents and local community members regarding the impact youth gangs have on the community; and, Identify at-risk youth and deter gang membership.

The Gang Prevention Program targets a minimum of 500 youths a year between the ages of 7 to 15 years, all of whom meet at least three of the following six conditions:

- 1) Associate regularly with acknowledged gang youth;
- 2) Have family members who are or were gang members;
- 3) Occasionally wear gang colors, use gang symbols, or flash gang signs;
- 4) Performing symbols, or flashing gang signs;
- 4) Performing poorly in school;
- 5) Having one or more arrests; and,
- 6) Using drugs. Based on 1997 statistics, we anticipate 60% of the youth to be male, and 70% of the youth to be African-American.

This initiative is designed to measurably reduce crime and violence among youth. Through the efforts of the Capital Region Gang Prevention Center, An anti-gang strategy that includes gang prevention and intervention will be developed; A database for gang intelligence will be created, to be shared amongst law enforcement agencies; Partnerships will be created between and among law enforcement agencies, schools, and probation, so they may

effectively target violent youth for services; and, The promotion of education and awareness workshops within the school districts will take place to strengthen their capacity to maintain a safe environment for learning.

To learn more about the program in greater detail, please visit the website at www.nysgangprevention.com.

ESTABLISHED

The program was created in 1999 because the City of Albany recognized that gangs and youth violence were beginning to grow at epidemic proportions. It was becoming a prime breeding ground for increased gang activity. The census figures in 1999 indicated that there were approximately 18,000 youth between the ages of 0 and 17 in the City of Albany. In 1997, there was a total of 1,659 juvenile contacts; 86% of these contacts were between the ages of 9 and 15 years; 60% involved the male population; and 70% of the contacts were with African American youth. In the City of Albany's Northend and Southend, the poverty rate was believed to be one of the highest in the region with the most recent census indicating that in excess of 25% of the population lived in poverty as compared with a statewide average of 13%, a New York City average of 19.3% and an Albany County average of 9.7%. According to the Data Center Affiliate, this high poverty rate was also accompanied by an unemployment rate that had been consistently double that for Albany County as a whole.

Reflecting the city's efforts to make Albany a more livable place, Mayor Gerald D. Jennings initiated a coordinated community response to youth gangs in the City of Albany. The strategies he



Gang Prevention coordinator Ron "Cook" Barrett with program participants Jamil Jordan and Shabey Green.

employed were community building, education, peer mentoring and employment preparedness. The intent of the program was to further support community based youth-serving agencies that develop Albany's young people, thus preventing youth gangs and fostering positive relationships with the schools, local community agencies and neighborhood crime prevention efforts.

This program's success has already resulted in a reduction of gang problems in the City of Albany, thereby strengthening the primary institutions of the family, school, and employers in their efforts to deal with gang member youth and increased local community capacity to address its youth gang problem.

EFFECTIVENESS

The program measures its effectiveness by preliminary and post tests that are administered prior to and following educational seminars. One of the primary goals of the program is to increase the community's awareness of the issues surrounding gangs and youth violence and expand their capacity to address the problem. Other quantitative goals the program has are: The number of youth who receive services; The number of youth employed by the summer youth employment program; The number of community residents who are provided with educational opportunities; The facilitation of a statewide conference that drew over 500 people from across the state; and, The creation of a Capital Region Gang Prevention Office which offers technical

assistance and program development support. Although it is difficult to analyze the impact the program has had on the reduction of gangs and gang activity, we, in the Capital Region have seen more cohesive responses amongst the law enforcement community and the school community.

FUNDING

The program is financed by Title V funds from the New York State Division of Criminal Justice Services. Supplemental funds have been received in the past from Allstate Foundation, the Albany Housing Authority, and the City School District of Albany (21st Century Grant).

OTHER INVOLVEMENT

The Capital Region Gang Prevention Program is a true collaboration of many different agencies. These agencies include the Mayor's Office, the Albany Police Department, the City School District of Albany, the Albany Housing Authority, the Capital District YMCA, the Capital Region Workforce Investment Board and other community organizations.

The major stakeholders (listed above) have helped define the direction of the program and initiated supplemental program activities. Examples of these initiatives include the following:

The Mayor's Office: Mayor Gerald D. Jennings was instrumental in the creation and implementation of the Capital Region Gang Prevention Program. It was through his efforts that the program was funded and initiated in 1999. The Office of the Mayor has further dedicated resources relative to summer youth employment to ensure that the young people identified as at-risk have structured programming during their free time and an ability to generate income. Mayor Jennings has dedicated \$600,000 of his municipality budget toward this endeavor.

Furthermore, in 2002, recognizing the advantage of a capital region effort, Mayor Jennings facilitated the expansion of the Albany Gang Prevention Program to the Capital Region Gang Prevention Program which included the neighboring counties of Schenectady and Rensselaer.

The Albany Police Department: In 2002 the Albany Police Department partnered with the Department of Youth and Workforce Services to design a 'first of its kind' Gang Prevention Database. The database consists of a stand-alone web application for use by law enforcement officials in three local agencies



Program mentors, now college basketball scholars (L-R): Abar Miller–Cobleskill College, Markell Brace–North Carolina Central University, Taquan Evans–Iona University and Lloyd “Poohman” Johnson–Schenectady Community College, are seen relaxing with the “next” generation of program stars.

(Albany, Schenectady, and Troy). The core functionality of the database centers around the ability of authorized law enforcement officials to enter the names of gang members, their locations, body markings, criminal and suspicious activity, associations, and other vital information needed to track and prevent gang activity. The ability to share access to this information among agencies via a secure website, import/export existing database information, and search of this information is included. Lastly, the ability to respond to the police officer who entered the data via email will be incorporated in the stand-alone product. This rudimentary messaging capability is key area of interest to law enforcement officials because it is quick, simple, and does not require an investigator to search for contact information when a question arises about an investigation of a gang member.

The City School District in Albany: The Department of Youth and Workforce Service’s Gang Prevention Program provides various educational and awareness programs for youths ages 8 to 18. The presentations are modified for each grade level and

presented in local schools. The City School District of Albany partnered with the Department funds bi-monthly prison trips to Correctional Facilities along with the college/university tours. This program, called “Choices”, offers the youth a chance to be exposed to two extremes. Additionally in 2002, the School District began funding a tutoring program for ninth grade students who were identified as at-risk of joining gangs. Free tutoring is offered every Tuesday and Thursday after school and is facilitated by Department of Youth and Workforce Services staff. Students can get assistance in their school work and also be exposed to guest speakers, field trips and extra curricular activities.

Albany Housing Authority:

In 2000, the Albany Housing Authority collaborated with the Department of Youth and Workforce Services to create a program targeting residents of the Housing Authority. The program was funded at a level of \$50,000 and provided for afterschool opportunities, which included tutoring and academic support and community beautification projects. The highpoint of the project allowed for the youth participants to create a local newsletter and video. These activities were supported by the College of St. Rose.

Capital District YMCA: Through a generous contribution of a local businessman, the Saturday Night Teen Program was created in 2000. This program allows free entry into the YMCA on Saturday evenings between the hours of 7:00 and midnight. The goal—to keep kids off the streets and in a safe and structured environment. The Capital Region Gang Prevention Coordinator manages the program with the volunteer support of local community individuals. These individuals range from police officers,

common council members, teachers, local activists, parents and caring individuals who want to make a difference in the lives of these young people. Different programs are offered throughout each evening which range from social opportunities, (teen peer groups, guest speakers, talent shows, dances), to educational opportunities, (tutoring assistance, art classes, job development), to recreational opportunities, i.e. (basketball leagues, dance, movie night, swimming lessons/teams).

Capital Region Workforce Investment Board: This highly profiled entity supported the initiative's growth from the City of Albany to the counties of Albany, Schenectady and Rensselaer. WIA funding has supported some of the in-school and out-of-school programs that target this at-risk youth population.

Other Community Agencies and Faith Based Organizations: These agencies have supported the efforts of the Capital Region Gang Prevention Program through the promotion of educational sessions for its staff and clients. Invitations of collaboration and support are always extended to the Gang Prevention Program so that community residents view the efforts of this program as a community effort.



Youth involved in the programs Fashion/Talent club take a break to strike a pose.

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LESSONS LEARNED

It is critical to employ individuals who will be good role models and who will be able to build trust with the client population you are trying to address. Albany learned early on that without its coordinator, who was well-known in the community and trusted by the youth, the program would not have been as successful.

It is critical to have all of the stakeholders at the table at the beginning of the process. Their buy-in and support is critical to

the program's success. In 1998, Mayor Jennings created a Safe Communities Board to focus on issues in the community which impacted its safety. This Board is comprised of individuals representing the schools, county and city agencies, law enforcement, faith-based organizations, elected officials and community based organizations. The Mayor worked with this Board in designing the Capital Region Gang Prevention Program.



Mayor Curt Pringle

JUNIOR CADET PROGRAM

The Anaheim Police Department, in collaboration with the Anaheim Police Activities League, Anaheim School District and the Anaheim High School District, offers an after school Junior Cadet Program. This program targets children between the ages of 7 to 13 years old. It is designed as a youth crime prevention and intervention program. The Junior Cadet program strives to develop self-esteem, confidence and leadership in every child through classroom activities and military type discipline.

The program activities include military drill, lifetime physical fitness training, and team sports. Educational components of the program include homework help, reading enrichment and legal awareness. Children in the program attend classroom sessions covering gang resistance, drug awareness and police procedure.

The Junior Cadets meet weekly at a local high school. The high school allows the program to utilize several classrooms and field space at no charge. All cadets are provided with uniforms. Costs of the uniforms are subsidized based on a family's ability to pay. A typical class session will begin with reading and homework completion. This is later followed by class assembly and inspection. The cadets are put through a course of military drill and discipline. After inspection the Junior Cadets are put through physical fitness training or classroom instruction.

Parents are provided with educational opportunities as well. Classes offered include parenting, gang awareness and drug awareness. The parent classes are held in conjunction with the program and are offered in a bilingual setting.

Elementary schools participate in the program with frequent referrals from local principals. The Anaheim Police Activities League director sits on the local School Attendance Review Board and works with the school in addressing discipline problems. Students and parents are given the opportunity through contract agreements to attend the Junior Cadet program in lieu of other discipline, suspension or expulsion. The Junior Cadet Director maintains close contact with the school through frequent emails and phone calls regarding the student's behavior in school. If there are issues the cadet is counseled by the director and the behavior is addressed. Frequent rewards and citations are presented in a group setting for those cadets who have demonstrated positive behavior changes. Approximately 10 percent of the cadets attending are school referrals.

Currently there are over 150 children participating in the program. The program is advertised through the local schools and the Police Activities League Center. The program is geographically based in the central district and plans are being made with the Boy's and Girl's Club to expand to the west district.

ESTABLISHED

The Junior Cadet Program was created in March of 2004. With the elimination of the DARE program due to budget cuts and the still increasing youth population there was a need to utilize a targeted intervention approach in dealing with kids and gangs. The Police Activities League Director saw an opportunity to work with children in a highly structured and disciplined environment that addressed gang resistance and consequence skills. Initial estimates were that approximately 50 children might attend. These estimates were far exceeded at the first meeting with over 100 children and parents attending.

EFFECTIVENESS

Many of the kids referred to the program have exhibited problem behaviors while in school. The Junior Cadet Director sits on the Student Attendance Board and is contacted and the behaviors addressed directly with the participant. Follow-up is conducted with the schools to determine if the problem behaviors are still being exhibited. All children are required to bring their report cards. If problems with school work are noticed the Student Services Director for the school district facilitates an action plan to help the student. Since its inception all children under contract have successfully completed their obligations with no drop outs.

FUNDING

The existing Police Activities League added the program as part of its outreach efforts. A grant was obtained from the National Police Athletic League to assist with material costs and initial setup. The school district has provided material and staff support to the program. Police Explorers volunteer their time. The only full time staff used is the current Police Activities League Director. On duty or volunteer officers are used to work with the children.

OTHER INVOLVEMENT

The other organizations involved are: Anaheim Police Explorers, Anaheim Community Services, Family Resource Center and Project SAY (Save a Youth).

The Anaheim Police Department provides officers to assist as instructors at the course. Officers are typically on duty or volunteering their time. Anaheim Community Services offers the services of the Family Resource Center such as parenting classes and Project SAY (Save a Youth) gang counselors. Anaheim Police Explorers serve as assistants, mentors and role models.

The Anaheim School District works with the Junior Cadet program as a collaborative partner. Ties have been recently established with the Boy's and Girl's Club to expand the program to the west district of the city. Western Family Services and Olive Crest Homes provide classes for the parents. Western Family Services has also allowed an intern to work the Junior Cadets in addressing family needs.

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Existing gang prevention programs do not reach children early grade. The Junior Cadet program reaches children at an age where they are most receptive to learning. Children enjoy discipline when provided in a caring, positive atmosphere. It is very apparent that parents and school officials feel the same way. It has strengthened our collaborative relationships with schools and community because it works.

Our original estimates were 50 children would sign up for the program. There was an apparent need for this type of program based on the overwhelming response.

Programs such as the Junior Cadets do not have to be a significant burden to police department resources. We have been successful at utilizing on duty officers for just a few hours once a week to assist implementing the program as well as volunteers from the existing Police Explorer program.



Mayor Arlene J. Mulder

THE ARLINGTON ALLIANCE

The Arlington Alliance program was created in response to a dramatic increase in gang activity specifically located at a large apartment complex within the village. The committee, comprised of members representing the various key elements of local government (e.g. police, fire, building, and health departments), joined together with management authorities to develop sound strategies that addressed the escalating problems occurring in the area. The community itself was the largest aspect of the alliance, as they were consulted on a frequent basis for input on trends and activities detrimental to the quality of life within their localized neighborhood.

The police department, using resources available from the Gang Crimes Unit, conducted concentrated patrols and surveillance to follow up on specific concerns and tips provided by area residents. Zero tolerance type enforcement activities took place whenever practical. Officers also took the initiative by going door-to-door to speak with residents personally. This approach often provided valuable information that would otherwise have gone unreported.

Code Enforcement Officers from the building department conducted premise inspections of the complex and cited observable violations. A particular problem regarding unsecured vacant units routinely surfaced, as gang members would frequently break-in to these units to conduct unlawful activities. Although management was cooperative in attempting to prevent these break-ins, inspectors often found these units uninhabitable for a variety of different

reasons. These units were subsequently secured and labeled as such until the appropriate and necessary improvements were made. Management was also held responsible for the quick removal of graffiti markings in accordance with village ordinance. Although management was cooperative and a participating member of the alliance, it was still held accountable.

ESTABLISHED

The Arlington Alliance program was created in the Spring of 2002 in response to a dramatic increase in gang activity (e.g. shootings, drug activity, prostitution, etc.) specifically at a large apartment complex located within the village. Routine patrol activities had been found to be inadequate in attempting to reverse the escalating problem. It became clear that a concentrated and cooperative community effort was necessary.

EFFECTIVENESS

Overall effectiveness for the program was measured through crime statistics and reporting. In 2001, prior to the implementation of the program, there were 269 calls for service. In 2002, there were 235. By 2003, after a full year of the program, calls for service dropped to 143. This year's statistics currently stand at 76 for the first three calendar quarters.

The program can also be measured by the perceived improvement in quality of life issues experienced by the residents.

FUNDING

The program was funded entirely under the general budgeting structure of the Village of Arlington Heights.

OTHER INVOLVEMENT

The other primary agency involved in the program is the building department. The building department supplies the Code Enforcement Officers who spend a great deal of time conducting inspections of the property and following up on citizen complaints and concerns. They also initiate their own investigations based on personal observations. To a much lesser extent, the health and fire departments are involved on occasion with regards to code and ordinance compliance issues.

The community is involved in that it is their input that the Alliance relies upon in order to appropriately direct available resources. Police, along with the community, work together to solve the problems relating to crime, and extend that cooperation to overall quality of life issues that could be addressed by the other units of local government. Relationships have been established within the community and these relationships have resulted in a level of participation that was instrumental in accomplishing the primary goal.



Arlington Heights Police Department Gang Officers, Community Service Bureau Officers, and residents of the Arlington Place Apartments working together to resolve gang violence issues.

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LESSONS LEARNED

As with any community policing project, community cooperation and support is needed to successfully accomplish desired goals. The door-to-door solicitation approach, where officers go to the citizens rather than waiting for the citizens to approach the officers, proved on numerous occasions to produce valuable information that would have otherwise remained unreported.

Focusing resources that concentrated on existing laws and ordinances proved beneficial in reducing crime. New laws and ordinances weren't needed, but a cooperative community effort was.

Sometimes it is just a matter of temporarily concentrating existing resources and focusing them towards a specific individual goal. When done correctly, long-term effects will far outweigh any short-term efforts.



Mayor Martin O'Malley

OPERATION CRIME WATCH

Baltimore's Operation Crime Watch (OCW) was launched in August 2003 by Mayor Martin O'Malley to prevent and reduce crime by developing neighborhood-based public safety strategies including block watch and citizen patrol programs. Most of the crime that troubles Baltimore's neighborhoods stems from illegal drug activity.

Most of the illegal drug activity involves groups of young men, ten to twenty in number, who usually operate in specific neighborhoods. While these groups of drug dealers do have connections to out-of-town distributors, most of these "gangs" are not affiliated or connected with gangs in other urban areas in the traditional sense of gang membership. Thus in Baltimore, fighting neighborhood-based drug activity by organizing residents in crime prevention/reduction activities is considered gang intervention and gang violence prevention.

Depending on the level of crime in a neighborhood, Operation Crime Watch seeks to: 1) Promote the use of Crime Watch numbers so that citizens have the option of anonymity when calling 9-1-1; 2) Develop block watch programs to re-knit the social fabric of a community to strengthen its crime prevention activities; and, 3) Use block watch networks as platforms for supporting citizen-on-patrol efforts.

In neighborhoods hardest hit by crime, people are afraid to become involved in any activity involving the police for fear of retaliation by those engaged in the drug trade. This fear also decreases calls to 9-1-1, out of fear that the responding patrol officer will come to the door of the caller and alert the local drug dealers as to the identity of the neighborhood

"snitch". In those most challenged communities, Operation Crime Watch seeks to sign up citizens for Crime Watch numbers so that calls can be made to 9-1-1 using the Crime Watch number without the responding patrol car having the telephone number or location of the caller.

Creating "Safe Zones" is another approach used in the neighborhoods hardest hit by violence and drug activity. A small area—three by four blocks—is cordoned off by the police. While no one is stopped from entering, the police presence dissuades all but residents or those with legitimate business from entering. Operation Crime Watch then moves in and sets up an information/outreach fair in the zone, bringing city and nonprofit agencies so that the citizens who might feel cut off can connect with services they need. The most well-attended of the zones have been those with activities to attract and engage youth, including face painting, free hot dogs, pumpkin decorating and basketball hoops.

For less challenged neighborhoods, Operation Crime Watch distributes packets with activities and steps to take in setting up block watch programs. Engravers have been purchased by OCW so that each police district and Police Athletic League center has engravers to lend to community groups for implementing Operation Identification, the etching of one's driver's license number on valuables to help deter theft and aid in the swift return

of recovered property. Booklets with personal safety tips and neighborhood-network building activities have been reproduced and distributed to communities. Technical assistance and training are provided to those block watch programs that wish to establish a citizens-on-patrol program.

In addition to promoting Crime Watch numbers, block watch efforts and citizen patrols, Operation Crime Watch works closely with the Community Affairs unit of the Baltimore Police Department, the District Commanders of all nine police districts and their neighborhood services officers. The neighborhood services officers maintain the database which generates the Crime Watch numbers. They also staff the monthly police community relations councils which serve as conduits for block watch members to provide intelligence to the police on criminal activity in the neighborhoods.

An important tool that has been developed to promote Operation Crime Watch is a PowerPoint presentation that has three components. The first describes the reasons for the creation of OCW and its partners. The second section gives a clear depiction of how the 9-1-1 system works and how a caller is listed as anonymous to the responding patrol car when a Crime Watch number is used. The third component gives specific steps to setting up a block watch program.

ESTABLISHED

In 2002 the Baltimore City Council passed a resolution calling on the mayor and police commissioner to create an initiative that replicated in Baltimore the citizen-police crime prevention partnership found in Philadelphia's Operation Town Watch which involves 16,000 citizens in crime prevention activities. The resolution also charged the initiative with supporting the creation



Lt. Col. John Skinner, Baltimore Police Department, and youngsters about to decorate pumpkins as part of a recent "Safe Zone."

of citizen patrols throughout Baltimore using a successful, 20-year-old citizens-on-patrol program in Northwest Baltimore as a model.

While work was underway to secure the funds for what was to become Operation Crime Watch, a horrific act of violence was committed which brought about an expansion of the thrust of the initiative. A family of seven died when a fire bomb was tossed into their home in retaliation for the mother's frequent calls to 9-1-1 to report drug activity. To the directives of the council ordinance was added the task of promoting the use of Crime Watch numbers to provide anonymity when calls are made to 9-1-1.

EFFECTIVENESS

The program's effectiveness is measured by tracking its outreach efforts and through regular reports on the number of citizens who sign up for Crime Watch numbers. Each of the 180 community presentations given to date by the staff is mapped to ensure service to those communities most challenged by drugs. A city-wide list of organized block watch and citizens-on patrol effort is regularly reviewed to assess where more outreach is needed. Additionally,

on a regular basis, a report is generated which gives the total number of Crime Watchers for each of the nine police districts. The review of these reports helps to focus future outreach efforts.

FUNDING

The primary source of funds for Operation Crime Watch (OCW) is a grant from the Washington/Baltimore High Intensity Drug Trafficking Area (HIDTA) to the Baltimore Police Department. The department also paid for the program brochure and provided two grants using Local Law Enforcement Block Grant funds for additional program materials and to obtain technical assistance in the delivery of training for new citizen-on-patrol groups. Additional support comes from the Mayor's Office of Neighborhoods which houses the program, provides computers, telephones and other office equipment, and handles daily program oversight.

OTHER INVOLVEMENT

Although the Mayor's Office of Neighborhoods and the Baltimore Police Department are the lead agencies in Operation Crime Watch, others are also involved. Each local branch of the Enoch Pratt Free Library distributes OCW literature. The Baltimore Fire Department distributes the same literature when it conducts door-to-door sweeps in neighborhoods to promote the use of smoke detectors. The Planning Department has involved Operation Crime Watch staff in development of the public safety component of neighborhood-based strategic plans. Baltimore Housing invited OCW to give presentations to its Resident Advisory Board and its public housing police, and its housing

attorneys work closely with OCW in identifying problem properties for drug nuisance abatement court cases. The Baltimore City Public Schools System has provided use of its schools at no cost for the annual Operation Crime Watch conferences.

Community involvement is the key to the success of Operation Crime Watch, which was recently cited as an "outstanding, proactive crime prevention program in the state of Maryland" by the governor's office. Baltimore has a well organized network of community associations. Through PowerPoint presentations given by OCW staff in 180 different community meetings and participation in several city-wide fairs more than 6,400 citizens have signed up so far to receive Crime Watch numbers. OCW staff also responds to several calls and e-mail requests each week from citizens who want to learn about Crime Watch numbers and how they can contact their local block watch efforts.

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LESSONS LEARNED

For most public sector initiatives, success comes through mobilizing resources and cultivating relationships. While the program's coordinator has extensive experience working in, and providing resources to, Baltimore's neighborhoods, prior to the program he had limited involvement with law enforcement agencies. This meant that much time and effort was needed to develop the relationships within the police department which have been key to leveraging the program's impact. A faster program launch would have been achieved in the selection of a candidate with stronger ties to law enforcement.

To replicate Baltimore's program:

- 1) The staff of your 9-1-1 call center must be involved from the first concept meeting;
- 2) Program implementation must rest with an office or agency that has active relationships with community-based organizations; and,
- 3) The police department must be willing to commit time and resources to respond to the increase in demand from citizens wishing to become involved in crime prevention activities.

A significant element in the gang structure dynamic is the importance of a sense of belonging and self image within the peer structure. The Teen Court addresses these social constraints in a way more likely to result in citizenship, community involvement and positive self esteem.



Mayor Debora A. Mallin

The Teen Court program provides positive alliances and role building in two scenarios; For both those who serve as “the court” and individual teens who are called to court as juvenile offenders. Student first offenders who are arrested for misdemeanors may be given the option of avoiding juvenile court and the acquisition of a court record if they are identified by the police department as a potential participant and desire to plead guilty to the offense.

The advantage of this court of peers includes, but is not limited to;

- 1) Avoidance of a juvenile record;
- 2) A more speedy resolution (hearing) as opposed to waiting to get on juvenile docket;
- 3) A resolution that is resolved through community service allows a youth to “come clean” within themselves as well as the sentencing entry;
- 4) As opposed to a sentencing judge/magistrate who may never be seen again, the daily (school) interaction with peer court officers silently infers an ongoing call for conscientiousness of the juvenile offender; and,
- 5) The student offender is aware that they have “been given a chance” and will be more inclined to respond in appreciation and compliance (as opposed to anger and escalation). Any additional offenses will be mandated with regular court procedures likely to result in the record this initiative was otherwise designed to avoid.

For the court members;

- 1) A stronger sense of self-identity within leadership roles, citizenship, and responsibility.
- 2) The ability to utilize their role as court officers to strengthen/their self-discipline to do the right thing and meet their own challenge in life.

ESTABLISHED

Bedford Heights has utilized the Teen Court Initiative since 2000. The program provided advantage both for student officers empowered with greater opportunity for community leadership, as well as the offenders to admit mistakes, give back to the community through community service and avoid juvenile history.

The program directs the dynamic of identification with peer groups to assist attitudes of compliance and citizenry over incidence of delinquency.

EFFECTIVENESS

The effectiveness of the Teen Court is indicated by:

- 1) *For the Juvenile Offenders:* by the lack of recidivism, the youth uses the offense to be a “wake up call” instead of point of entry in gang and escalating behaviors.
- 2) *For the Juvenile Officers:* by the character development demonstrated through empowerment as part of the teen court experience.
- 3) *For the city:* by surveying every participant regarding their role and relationship at some point for evaluative purposes.

FUNDING

Teen court is primarily funded by a Juvenile Accountability Block Grant (JABG). These funds have to be applied for each year by the hopeful participant community (police department). The community provided a 10% portion of the funds with support from the YMCA as well.

OTHER INVOLVEMENT

The program is a joint initiative with the city and the (local) southeast YMCA. A YMCA program employer acts as an advisor and is the only adult in the room with the teens during the court experience, so as to hold the students responsible for their process.

Members of the city (service and community life) departments help oversee the completion of the teens' community service obligations. Local teachers help identify students best suited for roles as officers of the court.

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LESSONS LEARNED

The occurrence of a juvenile offense can be either a wake-up call for the parent about their child's potential and mindsets, or a life changing penalty resulting from a single bad decision by their youth. In either case, outside of the teen court program, a record and negative stigma can complicate the life of a youngster who could otherwise transition out of the negativity of this social experience.

Departments who have a hard time with concepts outside of traditional programs' parameters need to rethink the power of the opportunities this experience can provide. The availability of the Teen Court option can be a relief to parents, often as much as the juvenile offenders. Parents must agree to the teen court diversion of the Juvenile Court process for their child's inclusion.

The value of the formation of character of the (student) court officers is as important as the reformation of character of the (student) offenders.

Bedford Heights benefited by assigning coordination of this program to a police officer whom had previously served in the DARE capacity. This assisted in the students' ability to both identify and interact

with this officer as a valuable resource, as well as the officer's ability to best identify youth who are more appropriate for inclusion of the Teen Court process.

We are grateful for the willingness of a few community attorneys who annually provided an in service to the (youth) court officers to familiarize them with the court process and guide them with their role implementation. After training, the YMCA coordinator is the only person allowed to supervise the teen court hearings.

Care should be taken within program record keeping as to not conflict with either the intention of protection of the student offender (record) or the Open Records Law.

Additionally, Teen Court officers understand with full seriousness that matters of this program are confidential; similar confidentiality is expected from those overseeing the completion of the community service as ruled.

The City of Bethlehem Police Department has recognized the existence of gangs and gang members since 1992.

At that time officers were noticing an increase in gang related graffiti and were able to identify a small group of individuals as gang members. The department provided gang awareness and identification training to officers interested in gangs. Officers loosely monitored gang members and began to document gang activity.

Over the years approximately two hundred gang members were identified as being processed by the police department, as well as several gang affiliations. Some of the members processed were of national notoriety. Recently during the past couple of years it was more noticeable that the memberships of the gangs were increasing as well as the violence.

Between 2000 and 2004 acts of violence escalated to include homicide, which we believed was gang related although there was no direct evidence linking the two. In January 2004 a homicide occurred in a city park. During the course of the investigation it was determined that possible members of the Latin Kings were involved. A second incident that received prominent attention from the news media occurred in New Jersey where suspects in Bethlehem's homicide were arrested for attempting to commit another act of violence.

In May 2004 the Bethlehem Police Department established a Gang/Organized Crime Task Force to promote gang intervention, awareness and prevent gang violence. The Task Force is comprised of members from all units within the Police Department i.e. Patrol, Traffic, Investigations, Special Operations and community police. These officers were provided additional training in gang awareness and were assigned to collect any pertinent gang related



Mayor John B. Callhoun

information from their areas of responsibility. This information would then be analyzed to determine the validity as it relates to a specific gang or member. Department policy on identifying gangs or gang members is currently being established. The Police Department established a multi-member Task Force so the responsibilities of the identification of gangs were not an individual responsibility, but a shared one which allows for a greater flow of information. The Task Force also provides gang awareness training for outside law enforcement agencies, teachers, parent's organizations, citizen police academies and community based Block Watch groups. The Bethlehem Police Department reinforces the need to involve all aspects of the community in gang awareness in its effort to suppress gang violence. Members of the Task Force routinely attend gang information meetings with law enforcement agencies such the Pennsylvania State Police, East Coast Gang. The Bethlehem Police Department is committed to the sharing of gang information and routinely hosts the meetings. Task Force members are also encouraged to maintain membership in a professional organization(s) dedicated to investigating criminal street gangs and organized crime.



Mayor John Callahan and Police Commissioner Francis Donchez with the graduates from the Citizens Police Academy

EFFECTIVENESS

The effectiveness of the program is measured by the community's willingness to become more involved in providing information not only about gangs, but criminal activity in their respective neighborhoods supporting the Bethlehem Police Department's Community Police program. Another form of measuring the programs effectiveness is the number of documented gangs, gang members, along with any gang "tagging" by members of the Task Force. This allows the police department to use the intelligence in identifying suspects involved in any gang related criminal activity.

FUNDING

The program is currently funded solely by the City of Bethlehem. A federal grant application has been submitted for assistance with the purchase of computers, software, training and overtime. Other sources of funding are being explored.

OTHER INVOLVEMENT

The Bethlehem Police Department is currently working with various city agencies such as the parks and public property, building inspections, and Bethlehem Housing Authority. The gang task force is also looking to work with the city's health bureau and code enforcement in an effort to further the cooperation and effectiveness of the task force. This would assist the Police Department by using proper code enforcement to attack blighted areas where gangs or drug activity are more prevalent.

The community is involved in the program through various Community Police Citizen Block Watch Groups. Gang awareness as well as crime prevention training was provided to the groups in order for them to become the eyes of the police department in their respective neighborhoods. The Bethlehem Police Department also participates in the Gang Resistance Education And Training (G.R.E.A.T.) Program that is taught in our middle schools. Gang recognition is also taught at our Citizens Police Academy, which is a bi-annual event.

LESSONS LEARNED

Programs have been implemented by various other communities and can be adopted or changed to the needs of another community thus assisting any agency developing a gang intervention program. Cooperation and communication is key, with proper funding and inter-departmental cooperation, a significant impact can be made on gang related issues, preserving the quality of life we all seek.

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Operation Homefront includes the following components: School police officers and school administration identify schools with trouble brewing. An Anti-violence presentation is made to the entire student body by the Youth Violence Strike Force (YVSF) and Boston School Police; Joint visits are scheduled by police and clergy to the homes of troubled students needing individual attention; Services, both educational and social, are offered to parents and children to assist in problem-solving; and, A family visit is followed up by a phone call, letter or additional visits.

There is also a mechanism for each partner to add at-risk youths to the home-visitation list based on their concerns, not necessarily triggered by a school-wide crisis.

ESTABLISHED

Operation Homefront began in the spring of 1998 as a companion piece to the Crip, Blood and Folk initiative which addressed the issue of the importance of the family as the first line of defense in fighting gang activity amongst our city youth. It is a unique program that allows police officials and clergy to work proactively with recognized at-risk youth, beginning with visits to the family in their homes.

Youth Violence Strike Force (YVSF) officers Israel and Singletary conceived this program through conversations at the Ella J. Baker House with clergy members. Those clergy, Reverend Eugene Rivers, Reverend Raymond Hammond, and Larry Mays expressed concern about the youth in their community. Out of these conversations came an agreement to jointly visit the homes of the most troubled juveniles.

Clergy from the Ella J. Baker House and Boston Ten Point Coalition began home-visits with YVSF officers, at the homes



Mayor Thomas M. Menino

of troubled youth across the city. Originally this was an unnamed grassroots effort. Soon however, others became involved and official coordinators at the YVSF, School Police and Baker House (representing all clergy) were designated to begin coordinating visits. YVSF Officer Neva Grice, School Police Lieutenant Eric Weston, and the Baker House's Jeanette Boone were the original coordinators, and remain in these roles to this day. "Operation Homefront" was officially named in the fall of 1999.

In November 1999, Dorchester High School was experiencing unprecedented levels of violence and disorder. In order to address this issue, the YVSF made presentations at the school, and each student received an Operation Homefront visit. The Youth Service Providers Network (YSPN) (a program that provides licensed clinical social workers in police districts to work with youth referred by police), and the Youth Opportunity Center were brought in to follow-up with

“Many parents are genuinely unaware of what their children are involved in, both at school and in their neighborhoods.”

youth after home-visits. These two programs became important partners in the initiative, providing much needed services to the most at-risk youth. It was at this time that formal tracking and referral processes were added to the initiative, as well as the school focus.

The minister base for Operation Homefront has grown from two to over 25 active churches and religious organizations.

EFFECTIVENESS

Operation Homefront is evaluated internally by police and clergy collecting information on youth served, home-visits and school presentations made, and anecdotally by success stories. The YVSF coordinator pays close attention to community response to the initiative, which is key to ensuring its continued success.

Records are also kept on replication efforts – presentations made to other jurisdictions, and follow up information provided by these jurisdictions regarding their progress.

In addition, for those cases referred to and serviced by YSPN social workers, individual and family information is kept in a confidential database, including risk assessment, service plan, services provided and outcome measures.

FUNDING

In the past, we have funded the police participation through overtime, mostly through state and federal grant funds. The YSPN, School Department and faith-based organizations fund their own participation in the project.

OTHER INVOLVEMENT

The Boston Police Department, Boston Public Schools, Youth Service Providers Network (YSPN), and nearly 50 faith-based organizations have collaborated on this initiative. In addition, parents are integral to the project. The guiding principal behind Operation Homefront is that the family is the first line of defense against youth criminality/delinquency, gang activity and drug activity. Without parental involvement, the initiative would not work.

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Participating YVSF officers and clergy have offered several lessons learned from Operation Homefront, particularly around issues of parental involvement and empowerment; and improving relationships between police and clergy, and police and the community. Several of these lessons follow:

- 1) Many parents are genuinely unaware of what their children are involved in, both at school and in their neighborhoods— specifically regarding involvement with gangs, drugs and violence.
- 2) Once empowered with information and resources, in most instances parents can and will police their own children.
- 3) Joint home-visits by police and clergy build relationships with the community by putting a human face to an agency or institution.
- 4) The process of home-visits actually improves the communication skills of police and clergy, and enhances the ability of both to serve their communities.
- 5) Working together creates an understanding and bond between clergy and police, with both becoming more understanding of their respective roles and responsibilities; which in the past may have been at odds.
- 6) Working and brainstorming with clergy makes police more willing to reach out to the community.

It is important to understand that the heart of Operation Homefront is the police/clergy relationship. Schools provide the referrals, and YSPN social workers do some follow-up services, but it is the police/clergy combination that has been so successful in Boston.

The Operation Homefront model is currently being replicated in several jurisdictions, and discussions have begun with others, including police from the United Kingdom regarding implementing a similar program. The lessons learned have resonated with site visitors from across the state and country looking for successful strategies to address youth violence.

Dozens of presentations on Operation Homefront have been given by YVSF in the last two years alone. Three years ago, a presentation was given to the World Churches of the Ten Point Coalition. This international symposium included churches from all over Europe, Africa and South America. Operation Homefront is being replicated locally, nationally and internationally.

A sample of replication efforts include:

- In February, 2002 the Lynn, MA Police Department introduced this initiative at a community meeting, with home-visits conducted later that year. The Mayor, Police Commissioner and 100 others attended the first community meeting.
- Fitchburg, MA Police Department recently held a community meeting and will be conducting home-visits. At this first meeting, over 100 people attended, including all youth-serving agencies.
- Toronto, Canada Police Department is in the process of constructing a similar program to begin before this summer.

We anticipate even more jurisdictions will replicate this program as a result of a March presentation on Operation Homefront at the First Annual Ten Point Leadership Foundation Conference in March, 2004. Forty-nine (49) churches, representing 40 cities in 33 states, received this presentation. We are currently fielding inquiries from many who received this presentation, looking for additional information on the program.

The Operation Homefront model is very simple and straightforward — identify at-risk/high-risk students, visit their homes in order to provide a strong message to the youth while providing resources and empowerment to parents, and following up with services when necessary. However, its strength lies in the commitment of police, clergy, schools and YSPN social workers to make a difference in these young people's lives. That is the most important lesson other agencies can learn from this initiative, and it is the one necessary ingredient for any successful replication. Buy-in from all partner agencies is the key.



Mayor Anthony M. Masiello

BUFFALO POLICE DEPARTMENT

The Buffalo Police Department intervention and prevention of gang violence activities include informing and educating the adult community professionals and non-professionals about gangs and their subculture through PowerPoint presentations and lectures. For the youth, we have lectures on the pros and cons of gang involvement and how everything offered in a gang is available through their families without the complicated strings attached.

ESTABLISHED

The programs have been in place since the 1990's and have been updated with the changes that occur in the gang sub-culture. The programs have been created in order to attempt to stem the tide of gang activity.

EFFECTIVENESS

The program's effectiveness is measured through follow-up contact with the various agencies that have participated in gang awareness activities.



Graduate Josie Aldik and School Resources Officer Sheldon Howard celebrate the Southside Elementary GREAT Graduation at the West Side Community Center.

LESSONS LEARNED

The lessons learned are the awareness of the gang sub-culture; without a solid knowledge base you will never know a problem exists or have any ideas of what could possibly work to combat this activity.

Seek the assistance of someone in your area that is knowledgeable in gangs and their sub-culture. Conduct awareness activities for your adult community and highlight the pro's and con's as intervention for the youth.

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In early 2003, the City of Chicago experienced an escalation in gang homicides. Since many of the gang homicides were narcotics-related, the Chicago Police Department (CPD) initiated an aggressive strategy designed to reduce gang crime. A major feature of the initiative was the use of targeted enforcement strategies that deployed officers to locations where gang crime was occurring—moving officers rather than beat boundaries, with the purpose of disrupting what was becoming known as homegrown terrorism.

The strategy was supported by an integrated criminal justice information system—Citizen and Law Enforcement Analysis and Reporting (CLEAR). CLEAR is an informational technology enterprise system that enabled the CPD to police smarter by using a data-driven approach to developing plans based on gang activity intelligence. A further enhancement was provided by Chicago's successful and well-established community policing infrastructure. This combination of targeted enforcement strategies, gang intelligence, and community partnerships culminated in a dramatic reduction in crime. By the end of 2004, there had been a twenty-five percent reduction in homicides, 1100 fewer intentional shootings, and more than 10,000 guns recovered in the city.

ESTABLISHED

In April 2003, in the wake of a burst of gang-related killings, Mayor Richard M. Daley met with top leaders in the Chicago Police Department and challenged them to develop new strategies to combat the challenges of gang, guns and drugs. The new gang intervention strategy became central to the mission of Mayor Daley and Superintendent Philip J. Cline and their vision to make Chicago the safest big city in the country. The vision was operationalized by the creation of the Deployment Operation Center (DOC) which produces a unique blend of accountability and



Mayor Richard Daley

intelligence-led policing that is designed to address violent gang crime. The DOC analyzes crime incidents in real time and combines the information provided by the CLEAR system with street level intelligence to predict where violent gang activities are most likely to occur. As this information continually changes, DOC meetings are held on a weekly basis with CPD's five Area Chiefs and their respective District Commanders who are accountable for directing deployment strategies. The predictive analyses from CLEAR are further sharpened by street level gang intelligence provided by tactical response units (TRU), special operations (SOS), area narcotics enforcement teams (ANET) and gang and gun teams, as well as by the community. This strategy was envisioned as an effective method to stay ahead of the gangs, defuse threats, intervene in gang rivalries, disrupt their money supply, and disable their capacity to buy drugs and guns.

EFFECTIVENESS

Clearly, one measure of effectiveness is the dramatic reduction in crime rates. However, CPD has a long history of integrating independent evaluation into policing activities. Periodic reports are produced that assess effectiveness and document obstacles. This initiative is no different. Currently, an evaluation is underway and the CPD will use



the results as a learning tool. Finally, a series of community forums provide anecdotal evidence of success. The forums enlist input from community members as to what is working, what is not working, and what can be improved. For example, in a recent forum community members recommended that the youth of respective communities be included in the discussions as a way to educate them about gang violence. In concert, crime statistics, process and impact evaluations, and community dialogue provide a strong foundation for producing core measures of program effectiveness.

FUNDING

The Gang Intervention Program is funded through a mix of corporate budget and asset forfeiture funds. The development of CLEAR has benefited from federal funding from the COPS Office. Independent evaluations have been supported by two sources: the National Institute of Justice (NIJ/DOJ) and the Illinois Criminal Justice Information Authority.

OTHER INVOLVEMENT

Chicago's Alternative Policing Strategy (CAPS) has been the centerpiece of community policing in Chicago. CAPS is integrated into the twenty-five police districts and the 279 beats that provide police services to Chicago. Each month, CAPS Beat Meetings are convened at district stations and at other locations, such as churches and schools, and police and citizens work together to solve community problems. As such, a substantive network of beat meetings along with police and citizen partnerships has spread across the city. Although participants in CAPS meetings come from a variety of other agencies, realistically it is the community members who provide the organizing influence and the glue that holds the community-police partnership together.

Over and above CAPS, CPD also enjoys a relationship with a range of Federal partners and with the Illinois Department of Corrections (IDOC). In fact, it is the relationship with the Project Safe Neighborhoods Program (PSN) and the assistance provided in ensuring a strong record of gun convictions that has helped remove lethal weapons from the hands of gang members

and sent them to federal prison. Working together, the CPD and PSN also deal with those gang members who return to Chicago neighborhoods following their release from prison. To address their needs, CPD and PSN sponsored over twenty parolee forums which involved more than 600 ex-offenders released back to Chicago communities. These forums drive home a dual message. First, they help ex-offenders understand that there are consequences attached to possessing guns and returning to gang life in that re-offenders will go back to prison. Second, they focus on the availability of shared community resources that can keep them from re-offending and returning to jail.

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LESSONS LEARNED

Gangs have become highly sophisticated and well-organized. They are no longer groups of adolescent kids who are rebelling against the system. Rather they have become more like organized crime engaging in money laundering, mortgage scams and narcotics and gun trafficking. As such, the law enforcement response has to change. A data-driven strategy helps police departments to develop a laser-like focus on intervention tactics that are strongly reminiscent of those applied to organized crime. Additionally, since gang activity does not respect beat or district boundaries, police resources must be deployed quickly and strategically across the city to respond to, but also prevent, gang violence. While these gang strategies are focused on enforcement, they do not discourage prevention methods. Rather, they provide an environment where prevention methods can flourish.

Cities are well advised to combine assets when addressing gang problems. In this instance, the combination of crime strategy, field intelligence, open lines of communication, and community input have been key components of the gang intervention strategy in Chicago. Also, we acknowledge that successful intervention with gangs always involves more than enforcement. Consequently, we encourage cities to adopt a comprehensive approach and to support other service providers and collateral community programs, such as Chicago's successful CeaseFire project, when striving to rid communities of gang violence.



Mayor Lionel Rivera

GANG INTERVENTION NETWORK (GANGNET)

The Colorado Springs Police Department's (CSPD) Gang Intervention Network (GangNet) is a decentralized group of specially trained supervisors and officers who address the concerns of gang violence in the City of Colorado Springs. The GangNet Program is currently directed by a patrol division commander, four patrol lieutenants, four patrol sergeants, and is comprised of sixty patrol officers to draw from for deployments. GangNet utilizes a three-pronged approach of education, enforcement and prevention to address gang activity.

The police department is decentralized into four patrol divisions. Each division has a lieutenant, sergeant, and officers who participate in the GangNet program in their respective patrol division under the command of the GangNet director. Each patrol division also has one GangNet detective assigned to investigate gang related crimes within the boundaries of their respective division. GangNet is a voluntary adjunct function for all patrol officers and supervisors involved in the program. When officers are not assigned to work a directed activity addressing street gangs, they work their normal shift. This allows the flexibility to have GangNet officers available in all four patrol divisions and on all shifts. The goal is to have a minimum of two officers per shift in each patrol division who are trained to investigate gang activity.

This decentralized approach allows the department to have GangNet officers deployed seven days a week, twenty-four hours a day. At the same time, supervisors and managers have the expanded flexibility to field a task force of up to sixty specially trained GangNet officers to address any emerging trends in gang activity anywhere in the city. Typically, these deployments involve a supervisor and five to ten officers

temporarily assigned to a directed activity for 30-60 days. GangNet officers may also be temporarily assigned to the department's Major Crimes Unit to assist with the investigation of gang related homicides or serious assaults.

The GangNet supervisors and officers meet monthly to discuss trends in gang crime, training concerns, community outreach efforts, and operational plans for the entire department. Every other month this meeting is attended by members of other law enforcement agencies, school officials, and community agencies that have a role in preventing gang activity. This group meets as a GangNet Coalition.

The GangNet Coalition meetings are also attended by members of a community organization known as Workout Ltd. This is a not-for-profit organization that receives Local Law Enforcement Block Grant funding coordinated by CSPD to remove graffiti from public and private property throughout the city. This group utilizes juvenile offenders who have been sentenced to community service to conduct the supervised graffiti removal.



Colorado Springs Police Department Officer Kevin Miyakusu presenting the department's gang awareness presentation.

Examples of strategies developed to combat gang activity include warrant sweeps of all known gang members currently wanted on outstanding warrants and joint unannounced home visits conducted by Parole and GangNet officers of known gang members currently on parole.

Information related to current gang related activity is disseminated to all department personnel via the CSPD web-based intranet site. The GangNet component of the website contains information such as: color photographs of newly confirmed gang members, recently paroled gang members in our community, and gang trends. This entire website was recently recognized with a first place award from the Center for Digital Government "Best of the Web" Government Achievement Award.

Much of the prevention/education activity takes place during community presentations conducted by GangNet officers. These presentations consist of one tailored for adults, which addresses the current state of gang activity in Colorado Springs and prevention/recognition tips and the second is tailored for juveniles, which addresses the dangers of gang behavior and avoidance tips.

Information used to confirm or place an individual on an agency's gang list must be very objective and defined; especially when it comes to confirming juveniles as gang members. All CSPD GangNet requests for confirmation are reviewed by the department's

Intelligence Unit Sergeant who is removed from most street contact with known gang members. This allows for a more unbiased, objective review of the documented information to determine gang membership. The parents of all juveniles who are placed on the list receive a personal contact from a GangNet officer with a written letter of confirmation, signed by the GangNet director, stating the exact reasons a juvenile was placed on the department's gang list. The GangNet officers deliver this letter to the parents and then attempt to offer suggestions for recognizing gang related dress and behavior and resources to assist parents and children who would like to avoid the dangers of a gang related lifestyle.

In 2004, the Colorado Springs Police Department GangNet Program will host two state wide gang symposiums designed to foster the exchange of information concerning street gang trends and best practices when confronting gang activities in our local communities. The symposiums are attended by representatives of law enforcement agencies from across the front range of Colorado.

ESTABLISHED

The Colorado Springs GangNet Program was started in 1992 after police department staff and officers noted an increase in the visible signs of gang activity. Some of these signs included gang related graffiti, individuals proclaiming street gang membership, and gang associated incidents.

EFFECTIVENESS

Quarterly reports are generated by the department's full-time GangNet Crime Analyst. These reports summarize trend information to include the number of gang involved individuals (confirmed and associated) and a breakdown of gang involved individuals by age, race, sex and gang sets. This report also contains statistics concerning the number of reported gang involved crimes to include a classification of these crimes into the subcategories of gang related incidents, gang associated incidents, or gang member involved incidents.

FUNDING

Each patrol division is allocated \$10,000 from the City's general fund for discretionary overtime dedicated to GangNet deployments and \$10,000 for the training of GangNet officers.

CSPD also receives \$15,000 from the Bureau of Justice Assistance (BJA), Local Law Enforcement Block Grant Funds for the Graffiti Removal Program with Workout Ltd. The funding pays for a portion of the salary for a work site supervisor, supplies, and vehicle maintenance/insurance for Workout Ltd.

OTHER INVOLVEMENT

There are no other City of Colorado Springs agencies that participate on a full time basis with the GangNet Program.

The GangNet Coalition meetings have representatives from throughout the Colorado Springs region to include the Colorado Department of Corrections–Division of Parole, Probation officers, local school districts, Military Police, other area law enforcement agencies, and members of local youth detention and treatment facilities. The local District Attorney's Office also has dedicated a prosecutor who specializes in reviewing gang related crimes to ensure they are prosecuted in an appropriate manner.

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LESSONS LEARNED

The decentralized approach of GangNet allows many officers in the patrol bureau who have daily contact with known gang members to stay active and involved in our gang prevention efforts. The large number of officers/supervisors participating across all patrol divisions fosters very open dissemination of gang related information and strategies.

One disadvantage of a small (five-seven officers), full-time gang unit strictly devoted to focusing on gang related crimes is that information becomes very compartmentalized within the unit. In many departments the few gang specialists tends to isolate themselves from patrol officer activity and the information they receive is then disseminated to only a select group of specialists.

We have found that by moving to a more decentralized approach with the GangNet officers focusing on gang crimes as an adjunct

function serves for better dissemination and collection of gang related information across all divisional boundaries.

One of the key factors in the success of any gang violence prevention program is the involvement of multiple government and community agencies. Law enforcement agencies must pool their limited resources in a joint effort to vigorously enforce criminal statutes involving gang related crimes. Law enforcement officials must reach out to agencies outside of the criminal justice field to assist with prevention efforts. School officials, school security personnel, adult and juvenile detention personnel, treatment facility personnel, and any agency that may have contact with known gang members has a role in the prevention of gang related behavior. Gang problems should be approached as a community problem not just a law enforcement concern.

GANG LIAISON PROGRAM

The Corona Police Department has been committed to keeping the patrol officers involved in identifying, investigating and gathering intelligence information on gangs. The police department currently has a Gang Liaison program comprised of patrol officers. The patrol officers work their normal patrol assignments but also stay aware of any gang type activities that may be dispatched through out their shift.

These officers meet with the gang detectives, gang officers, and school resources officers on a monthly basis to share information. The liaisons also receive continuing training on gangs. The program is structured to allow different officers the opportunity to be a part of the program. The officers are assigned to the program for six-month period.

ESTABLISHED

The program was started approximately 4 years ago in response to patrol officers complaints about not receiving information about recent gang activity and gang trends. Also detectives were not receiving information from the patrol officers on recent gang activities.

EFFECTIVENESS

There is no true measurement on how effective the program is. The program has proven to be of great assistance in providing information to patrol officers on gang activity, gang trends and providing training. The information provided by the liaison program has resulted in information which has led to arrests, search warrants and prosecution of gang crimes.

FUNDING

Due to the use of patrol officers for program implementation, there is no added cost involved in the program other than training. The program is therefore financed through the regular budget.

OTHER INVOLVEMENT

Gang officer and liaisons often attend an Inland Empire Gang Association meeting to discuss current crime trends and enforcement techniques. The community involvement mainly occurs when they contact the police department regarding gang information. They now have direct contact with a gang liaison officer who can answer their questions and resolve any problems they may have.

The police department also participates in the “We Tip” program which is an anonymous hotline to report gang and drug activities.



Mayor Karen Spiegel

CORONA CA

LESSONS LEARNED

Have a clear guideline as to the involvement of each gang detective, gang officer and the gang liaison officer. Also have a clear chain of communication so information is shared freely between all entities.

The program has been successful because of the continuous involvement and support for the program.

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Mayor Michael A. Guido

GANG INTERVENTION UNIT

The mission of the Gang Intervention Unit is to promote gang awareness, first to our officers, secondly to the citizens, school administrators, city officials and business owners.

A “zero tolerance” policy was established for those identified street gang members who were in violation of state laws and/or city ordinances. The Gang Intervention Unit gathered information and intelligence on known or perspective gang members and entered this information into a database that could be shared with other agencies.

Training seminars were held to educate school administrators, teachers and school counselors about gang identifiers, gang apparel, graffiti and recruitment efforts and the ability to use school liaison officers for gathering gang intelligence. We also met with parents and guardians of students suspected to be involved in gang activities.

ESTABLISHED

In November of 1996, the Dearborn Police Department established and enacted a Gang Intervention Unit (GIU) comprised of four uniformed police officers. The City of Dearborn is bordered by the City of Detroit on three sides, at that particular time we were experiencing a migration of street gangs, outlaw motorcycle gangs (OMG’s) and extremist groups into the city. Secondly, we were experiencing the transit population of known street gang members throughout the city.

EFFECTIVENESS

There were many positive results that our unit was credited with accomplishing. We submitted proposals to the Dearborn City Council about having the curfew changed on weekends;



(left to right) Cpl. Jeffrey Ball, Cpl. Craig Vasileff, & Cpl. Donald Edwards

this proposal was adopted and approved by the Council. This allowed officers to sternly enforce curfew violators and deter “hanging out.”

A couple of businesses (bars) were identified as having ties to gang members, by allowing them into their establishments. After several hours of surveillance, numerous state laws and city ordinance violations were enforced and we were successful in revoking their liquor licenses.

Our unit gained a locally renowned reputation for gathering intelligence, tracking gang members, maintaining files with pictures and keeping current on associates(e.g. girlfriends, relatives etc.). On several occasions we were called to assist other agencies in identifying or assisting with locating a particular subject(s).

There were several times we were commended by other agencies for assisting with an investigation that led to numerous arrests for armed robbery, breaking and entering, and large scale narcotic offenses. The Gang Intervention Unit is responsible for assisting law enforcement agencies in the apprehension of criminal street gang members in Muldrath, Kentucky, Dubuque, Iowa and in Toronto, Canada.

FUNDING

The Dearborn Police Department Gang Intervention Unit is funded primarily by the department, with some of the operating funds allocated from our community policing budget.

OTHER INVOLVEMENT

The Gang Intervention Unit worked extremely closely with the Police Department Youth Bureau personnel, the local court system, regarding probation department and several out-source agencies. The city council worked with our unit to pass ordinances to assist with our enforcement of violators and the Dearborn School system provided information and education of students.

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LESSONS LEARNED

The key advice is to maintain a strong hold on gang activity. A saying that our unit stood by was, “a gang is only as strong as the community will allow it to be.” Our advice would be to involve your neighborhood groups, city council members and/or elected officials, local business owners/committees, schools (public or private) and most certainly your community. The success of your police department is can be attributed to the support from the community. When dealing with street gangs, the “scared straight” approach doesn’t work. The reason that many youths get involved in street gangs is for *respect*. The “firm but fair approach” is more effective. If street gangs are aware that the community and police department don’t approve of their actions, they are likely to move to another community. This will lead us to the next topic of discussion. If street gangs continuously move or aren’t welcome in many different communities their “loose-fitting” organization will eventually be disbanded. Some younger gang members will strengthen to larger-type gangs, (e.g. motorcycle gangs, organized crime, etc.), others will be convicted and sent to prison for the crimes they committed. Some gang members will continue on the long road of recidivism. But statistically, it’s a “fad” or “phase” and they grow out of the gang mentality. There are many

who move on to become productive citizens, successful business owners, and others who are referred to social agencies and lead a normal everyday life, working 9 to 5 jobs and having children.

The need for an organized and recognized Gang Intervention Unit is paramount for a police department to be responsible for maintaining data on these disenfranchised members of our cities across the United States. Whether a department has only six officers or 600 officers, the need still exists. Much like today’s terrorism threat, street gangs are still in our communities and if they go undetected they will infect our society. If you think of street gangs as a cancer cell, going untreated it will spread throughout America. The street gangs (youth gangs), outlaw motorcycle gangs (OMGs), and extremist groups (hate groups) are all threats to our cities because of their criminal intent. One must logically come to the conclusion that who better to serve as their “watchdogs” than the men and woman of law enforcement. Always remember that as much as you have obtained information on these gang members, they have compiled information on you and your agency.



Mayor Anne Marie Bayer

DOWNEY POLICE DEPARTMENT

We have a proactive patrol division that is fully aware of the active gang members in our community. The Gang Unit and patrol have worked well together in intelligence gathering and identifying the active gang members and problem areas.

The School Resource Officer program and Neighborhood Watch program have also been instrumental in intelligence gathering. All the department's sworn personnel have taken pride in dealing swiftly with the gang element and counseling younger gang members and associates to change their way of life.

ESTABLISHED

The Gang Unit was created in 1987 in an attempt to stem the tide of gang violence in our community and to establish a conduit between the citizens of Downey and the Downey Police Department.

EFFECTIVENESS

The effectiveness of any public program is measured by public opinion. If the community believes the police are doing an effective job, then they are probably correct. Also, a lower crime rate and the reduction of graffiti are other measurable ways to evaluate the program's effectiveness.

FUNDING

The funding for the Gang Unit is derived from the police department's general fund/operational budget.

OTHER INVOLVEMENT

The city has the Gangs Out Of Downey (GOOD) program. GOOD is a privately sponsored program comprised of citizens, members of local government, school officials and local businessmen. GOOD has monthly meetings with representatives from the police department. GOOD provides funding for various activities and shares ideas with the police department in ways to combat gang violence. The city has a graffiti removal program and a separate gang hot line.

LESSONS LEARNED

The program needs to be sufficiently staffed and comprised of educated and motivated individuals. They need to be well-versed in communication and proactive in networking with surrounding agencies. Constant communication with bordering cities is vital since the gang element seems to be more on the move and branching out into other neighborhoods.

They must be open-minded to change, be prepared to provide adequate funding for the program, provide all resources as needed and allow the department to be proactive when combating gang violence.

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PROJECT SAFE NEIGHBORHOODS STREETWORKER PROGRAM

The Durham Police Department, as part of its Project Safe Neighborhoods Initiative, applied for a grant to fund the position of streetworker. The primary purpose of this position is to provide street-level intervention and outreach services to youth and young adults involved or at risk of becoming involved in gang activity or violent crime. This person will connect these young people who do not use traditional assistance sources such as recreational facilities or other youth-serving agencies to needed services through intensive street outreach.

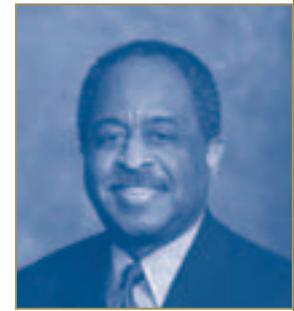
The Streetworker will provide crisis intervention, advocacy and referral services to youth on an on-call basis (24/7). This position provides case management services to youth unable or unwilling to be served by traditional agencies.

The streetworker will also serve as a liaison between street youth, other community members and law enforcement. One practice currently being used is the streetworker ride-a-long once a week with a member of one of our Gang Resistance Unit. The streetworker to make a contact with gang involved individuals and their parents.

The most important part of this strategy is that the streetworker gets to meet the younger siblings of these individuals, which allows for some real significant interventions to take place.

ESTABLISHED

The program was envisioned about eighteen months ago, and a person was hired this past August. This is the most integral part of the initial intervention with this targeted population. If we can divert these youth before they are committed to the gang lifestyle, we will have greater success in making them healthy, productive and responsible citizens.



Mayor William V. "Bill" Bell

DURHAM NC



“The most important part of this strategy is that the streetworker gets to meet the younger siblings of these individuals.”

EFFECTIVENESS

The program can be measured on annual basis by comparing the incidences of violent crime that are gang related and the increase/reduction of suspects/victims in this target group.

FUNDING

Through a Project Safe Neighborhood Grant through the Governor’s Crime Commission.

OTHER INVOLVEMENT

The Durham Parks & Recreation Department is a key player in the program. The streetwalkers office is actually housed in one of the recreation centers. Other youth-service agencies are also coming on board and some are already providing resources and have been for some time. These include: the Triangle YMCA, John Avery Boy’s and Girl’s Club and The Salvation Army Boy’s and Girl’s Club.

The Faith Based Community is also stepping up to play a major role along with our local universities, North Carolina Central University (Athletics) and Duke University (Athletics) as well as our local AAA Baseball Team –The Durham Bulls.

LESSONS LEARNED

Resources are out there to address this problem. You have to develop a strategy and be the catalyst to bring those resources together to function effectively and efficiently to accomplish the common goal.

Be 100 percent committed to the program from the elected official level all the way through the staffing and funding levels.

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The Garland's Gang Unit created a youth boxing program for at risk children—both boys and girls. The program provides a basis for promoting self-esteem and self-discipline that the children may not have available to them elsewhere. Energy is channeled into constructive activity versus destructive activity. The program started in a corner of a weight lifting gym, grew to include indoor racquetball courts at a local church, and is now in a building of its own. The gym has full equipment with two boxing rings.



Mayor Bob Day

ESTABLISHED

Garland's Gang Unit was created in 1993 and dealt strictly with enforcement issues. In 1995 the Gang Unit decided to diversify itself into interdiction activity. The Unit saw the need to provide a positive outlet for at risk youth; as enforcement wasn't enough and didn't completely address the problem that drove kids into gangs.

EFFECTIVENESS

The effectiveness of the program is measured through school grades, drop-out rates and involvement in criminal activity.

FUNDING

The program is financed through Community Development Block Grant money, the police department budget and donations.

OTHER INVOLVEMENT

The Garland Municipal Court is involved in the program. It offers community service at the boxing gym to at risk children convicted of an assault-related offense. The Garland Independent School District is involved by offering tutoring service and alerting the program of at risk youth.

LESSONS LEARNED

Advice to others who are interested in such a program: Enlist city support. There must be a commitment by those in high management positions to support the program. Provide a space to conduct the program. Structure the program to be sponsored by either the police or fire department. While the financial expense of the program is minimal, there must be a budget to draw upon.

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Mayor Jennifer T. Stultz

GASTONIA POLICE DEPARTMENT

The Gastonia Police Department's program involves three components: 1) educating officers about gangs; 2) having officers educate affected segments of the community where intervention is possible with youth gangs that have not developed into hard core gangs; and, 3) Putting pressure on hardcore gang members when they move into the community.

Selected officers have attended specialized gang training and learned various things like what to look for to recognize gangs, primarily through clothing and tattoos. They have also benefited from an information exchange with Tim Jolly, a gang investigator in Charlotte, and a meeting about gangs and federal statutes with Gretchen Shappert, U.S. Attorney for the Western District of North Carolina.

Officers have worked with educators, businesspersons and community watch members because gangs are not just a police problem, but also a community problem. When information was obtained about a youth gang at a local middle school, police met with the principal and teachers and provided information about what to look for: clothing and tattoos, and the educators were able to provide information back to police about what they were seeing. It was a learning process for both sides. Police addressed all the seventh grade students at the school about gangs, and what can happen to them in a gang. In addition Gaston County Schools will bring in a former agent with the U.S. Drug Enforcement Administration (DEA) to talk with students at all the county's schools, one school at a time starting November 8, 2004.

Officers communicate with business owners to let them know to call police if someone paints graffiti on their property so police can take pictures and document the graffiti so it can

be analyzed and officers know what they are facing. Police have put together a gang file to identify gang members by name and keep pictures in one place. After documenting graffiti, police encourage business owners to have the graffiti removed. In one instance when an arrest was made on graffiti charges, information on the offender's parents was provided to the business owner so he could pursue getting his money back for the cost of removing the graffiti.

Officers with specialized training about gangs gave a presentation about gangs at a quarterly meeting of the Gastonia Community Watch Association, an umbrella organization for the city's community watches. Community watch members let police know when youth are causing havoc or community disruptions. Officers can take appropriate action to keep situations from getting out of control. The police department increases patrol presence in the areas where there are suspected gang members. In one case where members of a youth gang were arrested on cocaine and weapons charges, the offenders denied being members of a gang. They described themselves as a bunch of rappers who hung out together and rapped. A Street Crimes Unit officer talked with them about the definition of a gang: three or more people hanging out together and participating in criminal activity. So regardless of whether they were hanging out rapping, because they were committing crime to sustain themselves, they were a gang.

When police learned that eight members of a hardcore gang had moved into town, it was time to apply pressure. When there's a lot of pressure you can do one of two things: fight the pressure, or get away from it. It's hard to be a criminal if the police are basically babysitting you all the time. It takes a lot of police manpower, but that consistent police presence basically forces the hand of gang members and they move to a place where there's less police presence.

ESTABLISHED

The program started in October 2001 after police started hearing complaints from the community about youth gangs or groups of kids who were causing havoc, fighting and doing different things: mostly selling drugs. The more police looked into it, the more it was apparent that it wasn't just a group of kids doing mischief. It was a group of kids that could be considered a gang and they had even given themselves a name.

Later it was learned that eight members of a hardcore gang had moved into town, so that issue had to be addressed.

EFFECTIVENESS

After speaking with students at a local middle school, teachers sent officers a big stack of papers students wrote about how they didn't realize what could happen to them by being in a gang. Receiving information from police about gangs helped them to think about options. Some students mentioned they were going to talk with their friends about getting out of gangs. Some said they weren't interested in being in a gang. Some, who didn't sign their names to the papers, said they were going to get out of a gang before they got hurt or hurt someone else.

Another measure of program effectiveness is that police are not seeing any more recruitment in the three gangs identified—membership does not appear to be growing. In addition, police are not complacent in dealing with problems. Some gang members have been arrested and are in jail, decreasing active gang membership. Other gang members have moved to different areas and there are still some problems, but gang members know or will soon learn that police are not going away until they realize that gangs are not the way to go.



FUNDING

The school system has helped with funding the program by hiring a former DEA agent to go to schools to educate students. In addition, the police department has gotten federal grant money through the Weed & Seed program. Overtime money has been used to go after where some of the gang members were hanging out, enabling police to apply pressure and move them out. Community policing officers, hired in the past by funding through the COPS Office, are a vital link to community watches. Community Watch members provide information to community policing officers and the information is passed onto the street crimes unit and patrol.

OTHER INVOLVEMENT

The Gastonia Housing Authority works with the police department to promote gang intervention and prevent gang violence through the Weed & Seed program, which is operated administratively in Gastonia by a Housing Authority employee. The Weed & Seed administrator obtains grant money which is used to weed out problems, like youth gangs, and seed in effective programs to help residents in targeted areas. Overtime money from the Weed & Seed program is making it possible for police to apply pressure on gang

members. In addition, in the past the City of Gastonia has obtained funding through the COPS Office to expand community policing efforts. Community policing officers get information from Community Watch members that help police identify gang members.

Schools and businesses are also involved in the program. The schools help with intervention efforts – like allowing officers to speak with students to share information about what to look out for regarding gangs and then, in turn, the students share with officers what they have seen in the schools. This helps to dismantle youth gangs before they can develop into hardcore gangs. Businesses help by working with police to effectively handle graffiti.

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LESSONS LEARNED

Don't be naive. Don't wait for the problem to go away. Be very proactive. If you start getting information that there could possibly be a gang in your city, then do your best to educate everyone who could come in contact with the suspected gang so they can help you know what you're facing. Then take your best course of action to approach the problem. Try to get it stopped while it still might be a youth gang before they develop into a hardcore gang. If you have a hardcore gang, put pressure on them by being proactive, being

present and doing everything you can, so they do not get out of control. Try to weed the bad stuff out of the community before it spreads like weeds can.

Get everyone involved: businesses, schools, community watches and Weed & Seed program participants. Gangs are a community problem and not just a police problem. A community-wide approach is the best approach to make the problem solvable with available resources.

The Greensboro Police Department has allocated three detectives to be assigned to the Special Intelligence Section and to concentrate on gang intervention, prevention and enforcement issues.

Intervention measures include conducting in-service training within the police department to update and educate all sworn personnel on current gang trends and methods of operations for this area of the country.

Gang training is conducted on an annual basis to ensure that all sworn personnel can become more knowledgeable and observant when they confront possible gang members of gang-related activities. Officers are asked in their annual training to report all possible gang activity to the department's Gang Unit within the Special Intelligence Section. Officers are provided with documentation cards which centers on gang activity and which are filled out and forwarded to a central point within the Special Intelligence Section. These methods of gang activity reporting enable the three gang detectives to stay informed and it allows them to get involved with any ongoing investigation which may have gang ties or involvement.

Another large measure for intervention and prevention is gang awareness training that is conducted in the community at businesses and at educational venues such as PTA meetings or teacher workshops. Currently, the Gang Unit is attempting to partner with the Guilford County School System and address Gang Awareness and Prevention measures in our local middle and high schools. The Gang Awareness training provides community members and students with knowledge of local gang issues and trends in a PowerPoint Presentation format.

From the enforcement side, the Greensboro Police Department's Gang Unit established gang validation criteria, which have eight points of gang affiliation Indicators. If a patrol officer, detective

or a member of the gang unit comes across an individual who appears to be involved in gang activity, a field interview Card is filled out with the information concerning the individual or the activity. All the field interview cards are forwarded to the Gang Unit and only the three gang detectives can validate an individual based on the forwarded information. If an individual meets three of the eight established points of Gang Affiliation, he or she is placed on a Gang Validation list that is maintained by the Special Intelligence Section. Persons placed on this list by gang detectives automatically come off the list after two years if there is no further gang activity associated with that individual.

From the prosecution side, if an individual is an active gang member, he is handled differently by the Guilford County District Attorney's Office after he is charged with a criminal offense. Specifically, the validated gang member will be assigned a special district attorney to handle the prosecution of the case and delays in hearings and court appearances are eliminated if possible.

ESTABLISHED

The gang component of the Special Intelligence Section was created in April 2001 after an assessment was conducted on gang activity in Greensboro. The assessment revealed that areas near our community were experiencing a sharp increase in gang-related activity and the study pointed to Greensboro needing some early gang prevention efforts to ensure the safety of our citizens.



Mayor Keith Holliday

EFFECTIVENESS

In terms of Intervention and Prevention, surveys are handed out at awareness presentations to measure and compare awareness levels before and after the presentations. The Special Intelligence Section maintains a list of groups, businesses and organizations that have requested our Gang Awareness training. That list gets longer each year we offer the training. The district attorney's office is maintaining data to capture gang-related prosecutions. The district attorney's office continues to be pleased with our efforts to provide prosecution data and information which helps their office with cases related to gang activity.

FUNDING

No additional capital has been provided to fund this program. The Guilford County district attorney's office has received grant money from their involvement in gang prosecutions. Our office received a laptop computer and software from the district attorney's office to assist in tracking and logging gang activity.

OTHER INVOLVEMENT

The police departments for the cities of High Point and Winston-Salem, North Carolina have our validation procedure and have adopted similar measures concerning gang intervention, prevention and enforcement within their jurisdictions.

Currently, our office receives ten to twenty requests per year to speak or provide presentation on gang awareness and prevention issues. Our gang detectives meet with as many community groups as possible. More community groups such as PTA organizations are likely to seek our presentation if the school system adopts our current gang awareness proposal.

LESSONS LEARNED

Regardless of the size of a jurisdiction, we feel there is probably a gang presence. Some jurisdictions have an extremely small gang presence. Some are very large. If some type of intervention, prevention and enforcement is not initiated, it is very difficult to do an adequate assessment of gang-related issues.

Survey jurisdictions in your area and inquire on what steps (if any) are being taken to at least establish a basis of knowledge of gang-related activity in your area.



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SCHOOL RESOURCE OFFICERS PROGRAM

The Hempstead Village Police Department, led by Chief James Russo, is involved in a number of effective practices that help curb gang violence within the community. The practice listed below is part of a “one-two punch” of targeted police enforcement and intensive intervention with children. Along with our other practices, these collaborations have successfully cut gang violence.

The School Resource Officer (SRO) Program places two full time detectives within the local high school. These two Detectives have a SRO certification from the state of New York Police Juvenile Officers Association. It required 40 hours of training. There is an advanced course which requires an additional 24 hours of training.

The detectives’ first responsibility is as law enforcement officials. They regularly participate in criminal investigations, and gang violence intervention. They both develop and share information in such matters with other police units.

The close interaction, both during school and at after school activities, allows the detectives to build close relationships with the students. Detectives Tim Thurmond and Detectives Donald Butler both agree that it is important for children to see that they are supported in the positive things that they do. This close proximity with the students also allow the detectives to see who the students are hanging out with and notify their parents if necessary (i.e. know gang members).

Detectives work closely with the vice principal of the school to reduce gang violence by having the students (including rival gang members) participate in activities such as “RAP” Sessions, classroom presentations are also given by the detectives on topics such as peer pressure, law and police matters, and gang resistance.



Mayor Wayne J. Hall, Sr.

ESTABLISHED

The program was created approximately six years ago in response to an increase in youth crime and gang activity within the school. Each subsequent year required more and more calls for police service at the high school.

EFFECTIVENESS

School fighting, violence and acts of vandalism are down. There is less of a need for the patrol force to respond to calls. In addition, school detention and suspensions are down.

FUNDING

This program is financed primarily through the school district’s budget. Some police department budget funding is also required. Some departments may qualify for COPS funding.



Hempstead Police Department (N.Y.) Drug Education For Youth (D.E.F.Y.) Summer Camp.

LESSONS LEARNED

A viable and effective bridge can be built between teenage students, some whom may be gang members, and law enforcement through close and continual personal contact. In addition, the possibility of creating a feeling of trust between the school district, community, students and law enforcement exists.

Form contacts and working relationships with the administrators of the school district. Another important aspect is the choice of the right officer for this assignment. Only by choosing an officer who can effectively perform this specialized type of work will you get the desired positive result.

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Mayor Raul L. Martinez

The Hialeah Police Department's Gang Unit routinely conducts area checks throughout Hialeah where criminal street gang members are known to be active in criminal activity, including: burglaries, robberies, auto thefts, aggravated batteries and narcotic sales.

By taking this proactive approach, gang detectives are able to document the particular gang's activity, as well as each gang member within that gang. This documentation is then maintained in our database, as well as disseminated to all of the affected Investigative Units. Additionally, the Hialeah Police Department's Gang Unit routinely conducts gang awareness presentations for at-risk juveniles and their parents. During the gang presentation, the juveniles are made aware of the consequences of their gang involvement and the parents are given instructions on how to recognize when their children may be involved in gang activity.

Since 1988, the Hialeah Police Department's Gang Unit has been an active member in the Multi-Agency Gang Task Force "M.A.G.T.F." The Multi-Agency Gang Task Force is a cooperative law enforcement effort undertaken between local police agencies and the Miami-Dade Police Department. This task force, established under the auspices of the Dade County Association of Chiefs of Police and overseen by the Miami-Dade Police Department's Street Gang Unit, performs bi-monthly countywide proactive gang street enforcement initiatives.

The Multi-Agency Task Force uses high-profile visibility and collective resources to combat the growth and development of street gangs. Since 1988, M.A.G.T.F. has been successfully deployed to deter illegal activity at large public events where the possibility of gang/criminal misconduct exists.

In addition, the Hialeah Police Department deploys D.A.R.E. officers to sixteen local public schools in Hialeah. The students who are attending elementary school, grades one through five, are taught "Drug Awareness Resistance Education." Students who attend middle school, grades six through eight receive lessons on Gang Resistance Education and Training. The benefits that these children receive from both of these programs are that it teaches them the dangers of using drugs (at a young age) and the consequences as a result of getting involved with Criminal Street Gangs.

"The parents are given instructions on how to recognize when their children may be involved in gang activity."

ESTABLISHED

The Hialeah Police Department Gang Unit has been an active member of the Multi-Agency Gang Task Force (M.A.G.T.F.) since 1988. The Hialeah Police Department D.A.R.E Unit was created in October of 1990. The D.A.R.E Unit's initial goal was to provide school kids with an awareness of the dangers of using drugs. In 1997, the D.A.R.E. Unit began to teach Gang Resistance Education and Training (G.R.E.A.T.) to kids in grades sixth through eighth.

EFFECTIVENESS

The Hialeah Police Department Gang Unit routinely provides information to the Robbery Unit, Burglary Unit and Auto Theft Unit as well as neighboring police agencies. The intelligence that is provided to these entities enables them to clear a great deal of cases involving criminal street gang members. In addition,

police agencies who take part in the Multi-Agency Gang Task Force benefit from the criminal intelligence that is generated from the monthly sweeps conducted countywide.

FUNDING

All of the programs are financed by the Hialeah Police annual budget.

OTHER INVOLVEMENT

The Hialeah Police Department Gang Unit, D.A.R.E. Unit and members from the Multi-Agency Gang Task Force are involved in the program. Citizens from the community get involved by attending gang presentations and learning how to detect from their own kids the signs that they may be involved in criminal street gang activity.

LESSONS LEARNED

Any intelligence that is compiled by a gang detective on a particular criminal street gang and the members in it must be kept current. Additionally, a vital component which directly affects the success of any system is the ability to network amongst other investigative units, as well as neighboring law enforcement agencies.

Given that criminal street gang members have their own different culture, i.e. writings, hand signs, and language, gang detectives must receive the adequate training to be an effective investigator. Without the proper training, the detective will fail as a gang investigator and the system will not be successful.

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COMMUNITY OUTREACH PROGRAM

Highland Park is a community that values diversity. The city recognizes that the Hispanic population is increasing not only in our own community but across the nation as well. According to the 2000 census, almost five percent of the population of Highland Park is Hispanic, with an even higher percentage residing in the city adjoining our northern border.

Across the country the Hispanic population increased from 9.1 to 29 million between 1970 and 1997, and is projected to equal, and then exceed the African-American population by the year 2009. By 2050, forty-seven percent of the population in the United States will be Hispanic. The Hispanic people are unique among most other groups that are conglomerated into the pool commonly referred to as “minorities,” in that there is a definite language barrier that exists between English speaking police officers and the Spanish speaking Hispanic community. Distinct cultural differences can also affect communication. In light of this, the Highland Park Police Department has formed a partnership with the Highland Park High School. The high school offers teenage and adult non-English speaking residents and non-residents alike, the opportunity to learn English as a second language. In conjunction with the schools language curriculum, the Highland Park Police Department conducts a community outreach program designed to facilitate communication and a partnering with

the Hispanic community. The goal of the program is to increase the Hispanic community’s trust in the police, improve the quality of life, while simultaneously decreasing fear and deterring crime.

The Highland Park Police Department utilizes both Hispanic officers and Spanish speaking Caucasian officers in the program. This has helped build rapport with the students, as they feel comfortable communicating with the Spanish-speaking officer and they also appreciate that officers have taken the time and effort to learn their native language.

The program begins with an introduction of the individual officers and an overview of the Highland Park Police Department. The officers relate the function of the police department in the community and their own specific roles within the department, informing the students that they are



Mayor Michael D. Belsky

“There is a definite language barrier that exists between English speaking police officers and the Spanish speaking Hispanic community.”

there not only to enforce laws, but also to help when someone has a problem, even those problems that may not be police related.

The officers discuss how to report a crime and place an emergency call to the police department for help. Because of language barriers and cultural differences, Hispanics often fail to report crime or problems that they encounter. Our officers stress the fact that they (the Hispanic community), should not feel intimidated or afraid to call the police, or feel that the police will not be interested in what they have to say.

Officers discuss traffic issues related to drinking and driving and the serious consequences associated with drunk driving. Students are also shown how to obtain a drivers license, and what to do and how to respond if the police ever stop them. Rules of the road are also reviewed.

Another important issue, domestic violence, is discussed. Immigrant women may be particularly vulnerable to domestic violence, because they come from cultures that have less access to legal and social services and they may believe that the protection of the U.S. legal system does not apply to them. Fear of deportation (often perpetuated by the batterer) and language barriers may also be obstacles. The officers advise the students about the rights victims of domestic violence have, who they can turn to for help, and what to do if they or someone they know is being abused. They are also given information, including telephone numbers that they can use to access other agencies, which can provide them with medical or victim assistance and counseling.

There is discussion on what procedures take place, should they or someone they know ever get arrested by the police. Their constitutional rights and what they can expect from the police officer are also addressed. The differences between felony and misdemeanor offenses are discussed, as well as laws relating to juveniles and parental responsibility. They are informed how juvenile offenses are adjudicated, and they are advised that the police are there as a resource for them to address problems they may be experiencing with a child before it escalates. Parents are also informed about how important it is for them to call the police should their child ever become missing. Illegal drugs are discussed and what parents can do if they suspect their child or child's friend is using or selling illegal drugs.

Gangs are also brought up for discussion—what they are and how they are formed, the colors and symbols that are commonly used by the various gangs, the types of crime associated with gang activity and what parents can do if their child is suspected of being involved in a gang.

Home safety and security, as well as personal safety tips, are also addressed. The students are provided with the names and telephone numbers of officers specializing in various roles within the department, such as the juvenile and school liaison officers, as a resource for them. The officers presenting the program also hand out business cards to the students in case they should ever need to speak with them concerning any matter, police related or not.

This program is designed to allow and encourage a two-way flow of communication.

ESTABLISHED

The English as a Second Language (ESL) course has been available through the high school for a number of years. The police department began partnering with the school over this last year. The police program was created to address the increasing interactions between the Highland Park Police Department and the growing Hispanic community. Highland Park has numerous businesses located within the city that employ a large number of Hispanic workers. The police department recognized a need to form a partnership with the Hispanic segment of the community to improve communication and provide an understanding of the role their police department plays in the community.

EFFECTIVENESS

Effectiveness is measured through feedback from the students themselves. The program itself is relatively new for the police department. We are currently in the process of implementing an evaluation whereby the students can rate the program and contribute any suggestions they may have. There has also been discussion of conducting a survey of the Hispanic community for the purpose of determining the effectiveness of this program and the viability of branching out into other programs such as police/neighborhood meetings, a Spanish language-based Citizens Police Academy, ride-a-long program, Spanish language web page, etc.

FUNDING

The program is financed through the existing police department budget.

OTHER INVOLVEMENT

This program is run in conjunction with the Highland Park High School's adult education program. The school's primary role is to teach English language skills to Spanish speaking adults and teens enrolled in the course. Other city departments are also discussed briefly with the students, so as to provide the students with other avenues of assistance.

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LESSONS LEARNED

We encourage you to enter into a partnership with your local school district and their ESL program. This provides you with a legitimate forum and is a perfect inroad for your program, allowing you to target the specific community you are trying to reach.

Begin small and work more information into the program based upon feedback received from the students and the community. Once your program is up and running and a feeling of trust is well-established, it may be desirable to branch out into other outreach programs utilizing the community oriented or problem solving models of policing, depending on the resources and personnel you are able to allocate. Also, utilize the press to highlight your co-operative program with the school, which will serve to perpetuate the program as well. Some other programs that can be considered as alternatives or in addition to the ESL program are: Spanish language and culture training for officers; a Spanish language-based Citizen's Police Academy (this would be a good alternative for those agencies without a high school English language program); a ride-along program; police/Hispanic community meetings; a city/police web page

dedicated to Spanish speaking constituents; a mini-city-hall where police representatives (who can also act as interpreters) and a city official meet with Hispanic residents (this can be less intimidating for non-English speaking people who may be intimidated attending a more formal city hall meeting); Police sponsored alternatives to gang membership such as a soccer or basketball league; only Hispanic youth awards or scholarships promoting education and recognizing accomplishments in school and the community, sponsored by any combination of city, police or private businesses. Also very important is the recruitment of Hispanic officers to reflect your community. This provides a sense of ownership in the community for the Hispanic residents, especially if the officer should come from the community itself. It should be incumbent upon every officer to seek out and recruit viable candidates in this regard. The program that has been described here is geared towards non-English speaking Hispanic minorities and immigrants; however a good deal of these methods can be implemented with other groups as well.



Mayor Mufi Hannemann

GANG RESISTANCE EDUCATION AND TRAINING PROGRAM

The Honolulu Police Department has a three-pronged approach to the gang situation in the City and County of Honolulu. This three-prong approach includes Education, Intervention and Intelligence.

Education

The Honolulu Police Department's Juvenile Services Division has an Education Unit that is charged with teaching the Gang Resistance Education and Training (G.R.E.A.T.) program in the middle schools in the City and County of Honolulu. Under the G.R.E.A.T. detail, there are one sergeant and five officers assigned to teach the curriculum to all seventh graders in the public schools on the island of Oahu, which equates to approximately 9,000 students. This 13-lesson program is taught by uniformed police officers in the schools with lessons about crime, crime victims, cultural sensitivity, peer pressure and goal setting, all with the design of making proper life choices and avoiding the gang lifestyle.

Additionally, the G.R.E.A.T. detail holds dances for the 7th graders at different times throughout the year to reinforce the lessons learned and at the same time reward them for selecting a positive lifestyle that does not include gang membership.

Externally, the members of the G.R.E.A.T. detail provide lectures for community groups and organizations on the impact of gangs within the community. These presentations provide members of the public an update of the situation related to gangs as well as how to recognize the gang culture within their community and methods to prevent youth from entering the gang world.

Intervention

The Youth Gang Response System (YGRS) project was created during the 1990 Hawaii legislative session to address the problem of youth gangs through an orderly and coordinated effort.

The YGRS project is a vital component of the Office of Youth Services (OYS) and provides the State with a mechanism to establish a proactive gang response program that includes government organizations working with community-based agencies to provide a range of services and initiatives focused on youth who are at-risk of gang involvement or currently involved with gangs. The YGRS members work together to develop and provide a combination of prevention, intervention, and suppression strategies to address emerging and existing youth gang activity. The YGRS includes the following key components:

- Law Enforcement and Gang Intelligence
- Interagency Information Sharing
- Training and Community Awareness
- School and Community-Based Prevention and Intervention Programs
- Research and Evaluation

The YGRS project currently has contracts with the four County Police Departments, the Department of Education, the University of Hawaii, and the City and County of Honolulu-Department of Parks and Recreation to provide programs and services that fulfill the key YGRS components.

Intelligence

A key component to the understanding of the gang situation on the island of Oahu comes with intelligence gathering. Officers from the G.R.E.A.T. Detail using grant monies from the State of Hawaii Office of Youth Services, are allocated overtime hours to conduct gang intelligence sweeps on a regular occasion, targeting specific areas in which are known for gang activities. This grant has been in place for over 13 years with the intent of gathering intelligence and sharing it with members of the YGRS and other key law enforcement agencies.

The intelligence-gathering component is also shared with detectives assigned to the Career Criminal unit of the Criminal Investigation Division of the Honolulu Police Department. These officers assist in the intelligence gathering related to gang membership, the number of gangs on the island as well as the number of active gang members. This information may be used to assist in investigations conducted by the Criminal Investigation Division that are committed by gang members.

ESTABLISHED

In 1991, police officers from the Phoenix Police Department, Mesa, Glendale, and Tempe, Arizona and special agents from the Bureau of Alcohol, Tobacco, Firearms and Explosives developed the G.R.E.A.T. program in an effort to reduce adolescent involvement in criminal behavior and gangs.

The Youth Gang Response System (YGRS) project was created during the 1990 Hawaii legislative session to address the problem of youth gangs through an orderly and coordinated effort.

The Career Criminal Unit of the Criminal Investigation Division was created in 1990 as a result of the development of the YGRS with the goal of addressing the gang issue in the City and County of Honolulu.

EFFECTIVENESS

In 1997, the National Institute of Justice reported on a National Evaluation of G.R.E.A.T. in 11 cities across North America. This study was conducted over a two-year period to measure the effectiveness of G.R.E.A.T. using research strategies to determine the program effectiveness. The results of this study reported that G.R.E.A.T. appears to be meeting the objectives of reducing gang affiliation and delinquent activity. Thus, nationally, G.R.E.A.T. has established itself as a viable and effective program.



Conversely, there are no other proven programs available that officers can teach to 9,000 middle school students. In the absence of the availability of other programs, the G.R.E.A.T. program continues to be taught at very little expense to the Honolulu Police Department.

The YGRS funded programs demonstrate effectiveness by tracking and reporting progress toward outcomes such as indicated by, but not limited to:

- 1) Expanded awareness of youth gangs and related issues (i.e. truancy, substance abuse, underage drinking, etc.) of youth and adults who attend YGRS presentations.
- 2) Decrease in recidivism for participants completing the Second Chance Program.
- 3) Improved pattern of regular school attendance for students participating in and completing the Student Attendance Program.

- 4) Successful referral of at-risk youth to a counseling, vocational training, life skills training, athletic, and/or other social service programs.
- 5) Decreased incidence of anti-social behavior and/or alcohol related offenses by youth who participate in and complete YGRS funded programs.

FUNDING

The G.R.E.A.T. program in the Honolulu Police Department is financed through a grant from the Bureau of Justice Assistance.

The General Fund of the State of Hawaii through the Office of Youth Services funds the YGRS.

OTHER INVOLVEMENT

The G.R.E.A.T. program and the YGRS project currently have contacts with the four County Police Departments, the Department of Education, the University of Hawaii, the City and County of Honolulu-Department of Parks and Recreation, and many other private organizations and agencies to fulfill the components of the different programs.

For example, the Parks and Recreation provides outreach, case management, and positive alternative activities and programs in areas for at-risk youth.

The Department of Education is a key proponent of the G.R.E.A.T. program in allowing the curriculum to be taught as well as development of the officers as instructors and assistance in activities rewarding positive behavior.

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LESSONS LEARNED

That it takes a collaborative effort by the city, state, and community to address the gang problem.

There is no magic pill and no one entity can do it alone. The more resources you have available as part of the response team, the better they will be able to address the concerns.

The G.R.E.A.T. program is invaluable. Administered by the Bureau of Justice Assistance with grants to cover the cost of teaching materials, incentive items, training, travel and program development, there is very little cost to the department.

It does take an overt commitment to programs like the G.R.E.A.T. and YGRS in order for the program to be successful. For example, a police officer that teaches in the middle schools for six hours a day is one less police officer on the road providing patrol services to the community. The number of schools and students will dictate the availability of the officer for patrol work. The Honolulu

Police Department reaches approximately 9,000 seventh grade students in 24 middle schools with five officers and one sergeant in which their sole responsibility is to administer and teach the G.R.E.A.T. curriculum.

Finally, it should be pointed out that the Drug Abuse Resistance and Education (D.A.R.E.) program is an essential component in the educational development of youth especially when partnered with the G.R.E.A.T. program. With the D.A.R.E. curriculum taught at the fifth grade level teaching the proper decision-making process and resistance to drugs, the G.R.E.A.T. program naturally follows to reinforce lessons learned earlier in school. This total process can be further reinforced through the high school D.A.R.E. program. The development of rapport, positive role modeling and trust of law enforcement officers and youth can be strengthened even further through the combined programs at the elementary, middle and high schools.

GANG FREE SCHOOLS AND COMMUNITIES PROJECT

The Mayor's Anti-Gang Office operates the Gang Free Schools and Communities Project (GFSP) in Houston's Greater East End neighborhood. The project is based on the implementation of the Office of Juvenile Justice and Delinquency Prevention's Comprehensive Gang Model, a paradigm that utilizes five core strategies (community mobilization, provision of opportunities, social intervention, suppression, organizational change and development) to address gang issues within a targeted community.

The purpose of the GFSP is to reduce gang-related violent crime and gang involvement, alleviate community fear of gang violence, improve early identification, assessment and intervention with gang-involved youth, and expand their opportunities.

An implementation plan of goals, objectives, and activities based on the five strategies of the Comprehensive Gang Model serves as the guide for reducing gang violence in the community. The project utilizes street level outreach workers to engage youth, an Intervention Team to provide a comprehensive continuum of services to youth participants, and community education and awareness training to empower Greater East End stakeholders to deal with gang violence in their community.

The project targets males aged 15 to 24 who are criminally involved and/or are known or suspected members of the most active gangs in the Greater East End community. Associates or family members of individuals in this primary target group, as well as known or suspected gang members who have been expelled from school or who have habitual school discipline problems, serve as secondary targets.



Mayor Bill White

ESTABLISHED

Houston was selected as one of four demonstration sites in 2001. Each site was funded for the first year to conduct an extensive data driven analysis of its gang problem, write an assessment report outlining key findings from the data, and develop an implementation plan using the five core strategies.



Herbert Sims gives a gang training lecture for students at the University of Houston.

EFFECTIVENESS

Ongoing collection and analysis of crime data, along with evaluation and assessment of client progress is used to measure the project's effectiveness.

FUNDING

This project is funded by a federal grant from the Office of Juvenile Justice and Delinquency Prevention.

OTHER INVOLVEMENT

The primary city agency involved in the project other than the Anti-Gang Office is the Houston Police Department, although other important project partners who are outside the city's jurisdiction include state and county agencies and one of the independent school districts. Their involvement ranges from participation on the intervention team to representation on the steering committee. Residents and stakeholders from the target community serve on the project steering committee.

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LESSONS LEARNED

A thorough assessment of a community's gang problems is the key to the development of effective strategies to address them. Understand that addressing gangs and gang violence requires a response that includes social intervention as well as law enforcement strategies. Gang identification training and education is important for all officers. Law enforcement agencies must look to incorporating organizational change and development into their policies, procedures and/or general orders for dealing with gangs and gang crime.

City leaders must be willing to acknowledge the existence of gangs and gang violence in their respective communities. Commit to providing resources that will allow for prevention, intervention and suppression activities.

The Huntsville Police Department is the lead agency in a multi-jurisdictional drug task force. This task force (the Madison/Morgan County **STrAtegic Counterdrug [STAC] Team**), is responsible for all drug operations and organized crime operations for the participating agencies. This includes organized street gangs.

The STAC Team has a gang suppression investigator assigned part-time from the Madison County District Attorney's office. This investigator is tasked with investigating any case originating in any of the participating agencies which are deemed to be related to gang activity. Such crimes include, but are not limited to, felony assaults and homicides. The gang investigator is a certified expert in gang enforcement and maintains an intelligence database for known gang members and associates. He is often called upon to provide testimony in criminal cases to establish offenders as known gang associates or members in order to obtain sentencing enhancements when offenders commit crimes on behalf of a gang. The gang investigator is a wealth of information in accessing his database and identifying known gang members for narcotics investigators and establishing known associates of offenders to assist in showing drug trafficking organizations who operate as street gangs.

ESTABLISHED

This program was already in effect at the District Attorney's office when the STAC Team was established. The gang investigator was assigned to the STAC Team upon its creation because the nexus between drug trafficking and street gangs was well-known. There was no doubt that there should be coordination between drug investigation and gang investigation efforts.

EFFECTIVENESS

We currently have no statistical data or quantitative procedures in place to measure effectiveness of this program. However, the benefits of including gang investigations in our drug enforcement program have been seen on a day-to-day basis. This cooperation has led to the identification of drug/gang offenders, arrests of drug and murder suspects, and ability to obtain longer sentences for drug offenders involved in gangs.



Mayor Loretta Spencer

“There was no doubt that there should be coordination between drug investigation and gang investigation efforts.”

FUNDING

Salary and most other expenses for the gang investigator are provided by this investigator's parent agency. Communications for the investigator to coordinate with STAC agents is provided by the task force grant. All drug operations in which the gang investigator participates are financed by two grants (Byrne and HIDTA) and by the Huntsville Police Department.

LESSONS LEARNED

For agencies that have no coordination or cooperation between gang investigators and narcotics investigators, it would be advisable to consider this concept. The gang investigator(s) should work side-by-side with narcotics investigators to realize the full potential of each of these specialized investigative teams.

OTHER INVOLVEMENT

Investigators are assigned to the STAC Team from the cities of Madison and Decatur. However, these investigators are assigned as drug agents who participate in drug cases and have no gang suppression specialization.

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The City of Irvine uses a program called Project Success in conjunction with forty different community partners. This program also supports the School Resource Officer (SRO) Program. Our strategy is to create a circle of concern around a student in order to make them feel that they have caring individuals at every step of the way. This circle is created by SROs, administrators, counselors and probation officers.



Mayor Beth Krom

ESTABLISHED

Project Success Program was created in 1995, and has received federal and state funding to operate ever since. The goal was to keep the juveniles in Irvine safe at school, and free from drugs and tobacco.

EFFECTIVENESS

The program has been very effective. Our recent statistics show that youth that participate in Project Success have a low rate of recidivism and report feeling supported by the adults within the community. The reports of gangs and gang violence are negligible.

FUNDING

We have a grant through the COPS Office and the Department of Justice.

OTHER INVOLVEMENT

The Irvine Unified School District, Irvine Prevention Coalition, and Orange County Probation Department are actively involved in the program. The City of Irvine's Youth Action Team is involved in Red Ribbon Week, tobacco and alcohol awareness days, and positive role modeling. The City of Irvine Youth Employment Services provides jobs for high-risk youth. The City of Irvine's For Families program provides support specialists and counselors for high-risk youth as well as referrals to ongoing counseling. The Boys and Girls Club of Irvine provides after-school activities and events. The Community Service Program (CSP) refers youths to diversion as an alternative to juvenile hall.

LESSONS LEARNED

Inter-agency staff training is an effective way to integrate community oriented policing principles into school-based prevention efforts. Over 170 Irvine community partners attended the suicide and threat assessment training performed by the United States Secret Service in Irvine. This training was extremely effective at reaching a cross-section of law enforcement, counseling and academia.

Our advice to other mayors would be to apply for the grants available to implement the programs that allow collaboration between community partners. We have had many students who were reluctant to leave our district, as they would not receive the support that we offer elsewhere. Also, the School Resource Officer Program is the first line of defense when it comes to reaching the students in the school district. The SROs are on campus every day, and a level of trust developed from the students cannot be replicated by the average patrol officer.

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Mayor Wayne Smith

ESSEX ANTI-CRIME PARTNERSHIP

The Township of Irvington, New Jersey is 2.8 square miles, and there are approximately 65,000 residents residing within this community. Irvington, New Jersey borders the City of Newark and for the past several years has recognized an influx of gang activity with members belonging primarily to the Bloods and the Crips.

When Mayor Wayne Smith took the oath of office on July 1, 2002, he identified public safety as his most pressing concern. As a result of the mayor's pledge to citizens of Irvington to bring peace to the community, he contacted the Attorney General of the State of New Jersey and asked for immediate law enforcement assistance. The mayor explained that the problems of violence and the infiltration of gangs could no longer be tolerated within the township. Almost immediately after the mayor met with state officials, members of the N.J. State Police elite "Gang Task Force" set up stakes in Irvington. Approximately six months of undercover investigations revealed a serious crime problem mostly related to gang activity.

As a result of the six month investigation, the state police assisted the township of Irvington in creating the "Essex Anti-Crime Partnership." The Partnership currently is comprised of approximately sixty law enforcement officers from the N.J. State Police, Essex County Prosecutors Office, Essex County Sheriff's Office, N.J. State Parole and federal agencies as needed. Nine Irvington Police Officers are also assigned to the Partnership. The members of this partnership work undercover, as well as in marked police vehicles to show a presence in Irvington.

The undercover operations have been successful in apprehending almost 1,400 law-breakers to date. The uniformed

units have attended a number of block association and other community meetings and are assisting the township in our community policing commitment to our residents and business owners. Members of the partnership have attended many of the schools in to introduce themselves to the children and teachers, to explain the problems in the community and why their assistance was needed. Another important component of the partnership is the interaction with members of the clergy, who play a vital role in our peacekeeping mission. Members of the partnership have been given awards at church services as the community expresses its appreciation. Finally, members of the State Police joined Mayor Smith and members of his staff on many of the community walks the mayor conducts at every ward within the community. Residents and business people alike have accepted members of the partnership as part of the Irvington family.

ESTABLISHED

The initial phase of the program started in August 2002 with a fact-finding investigation which identified illegal gang activity. The Partnership was created because of increasing crime statistics within the community.

EFFECTIVENESS

The network of law enforcement agencies has allowed the Irvington police to respond quicker to all calls for service, evoking a positive response from the community. In addition, the Uniform Crime Report for 2003 has shown a marked

decrease in the majority of crimes in Irvington. This, in part, can be attributed to the collaboration of all the law enforcement agencies working as a cohesive team.

FUNDING

The Township of Irvington receives funding from the “COPS” Office of the United States Department of Justice, and the law enforcement agencies that comprise the Partnership are paid by their respective agencies. Most of the equipment and vehicles used by the teams belong to the agencies as well. The partnership works out of a police precinct in our community’s East Ward, which borders Newark.

OTHER INVOLVEMENT

We have created a task force in the Township of Irvington that consists of our housing, public works, health and fire departments. When law enforcement officers find illegal activity, such as drug dealing or prostitution, taking place in an abandoned building, the housing department immediately secures the premises, the health department cites the owners as necessary, the fire department in many cases declares the property unsafe, and public works cleans the exterior of the premises. These municipal agencies are working as one unit to ensure that dilapidated properties—which generally are attractive for criminal and/or destructive behavior—become less prevalent and are replaced with safe, stable structures that discourage gang activity.

The community is actively involved in the governmental efforts to make Irvington a cleaner and safer place for all to work and live. In the past two years, there has been an increase of approximately



Officers remove graffiti tagging on a local building.

25% in the establishment of block associations, because residents now feel they have responsive leadership. A number of outreach programs have been directed toward the community to educate both children and parents alike about the dangers of gangs. We have enlisted a variety of resources in this mission, using the Irvington Neighborhood Improvement Corporation (INIC)—the township’s social services agency—as the lead municipal contact. INIC is charged with implementing and delivering an array of services including alcohol/substance abuse treatment and referrals, housing, employment-readiness skills and related services to the township’s indigent population.

On October 26, 2004, more than 300 people attended a panel discussion headlined by renowned entertainer Bill Cosby and rounded out by a number of high-visibility community leaders. Cosby visited our community specifically to advocate for personal responsibility and to rail against broken families, which is a frequent trigger of gang involvement. Cosby is just one of several well-known people to visit our community.

The mayor's walks—as previously mentioned—are designed specifically to meet face-to-face with struggling individuals and families, identify appropriate resources to address their problems, and encourage greater interaction with government as it seeks to meet their needs. It is hoped that this “personal touch” will redirect people from gang involvement and direct them toward productive citizenship. Recognizing that a lack of recreational opportunities are often cited for gang activity, the administration has markedly increased the number of opportunities in this area—highlighted by a boxing program—to deter youngsters from the streets and redirect them into the township's two main recreation centers—one of which was opened by Mayor Smith. In addition to traditional activities such as basketball and karate, the administration is exploring alternatives that include chess and debating.

As part of his comprehensive strategy, the mayor has engaged the ministry, through an organization called the Irvington Clergy Association. Organization members have created safe havens at their respective sites, and many offer a number of educational programs to aid the transition to successful citizenship.

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LESSONS LEARNED

The expression that the community serves as the “eyes and ears of the police” is more than a saying. Community involvement is imperative in addressing any neighborhood problem. Do not alienate residents; include business people and other community stakeholders as you work to develop solutions. Once the community understands that government will be open and responsive to its needs it will be more likely to approach leadership not only with concerns but also with problem-solving strategies. Government and community are truly complementary in that resources lacking in one entity can be made up with the other, and vice versa. In Irvington, as demonstrated by the Essex Anti-Crime Partnership, we reached well beyond our borders to attract the assistance we not only needed, but deserved as well. We have become extremely

proactive in addressing larger issues, but also ones that appear to be comparatively small. For example, what some may have deemed to be “graffiti” on the walls of buildings was identified as “gang” markings by our police, who have since received extensive training on the issue. When confronted with these markings, our police take immediate action for removal, as part of a comprehensive plan to reclaim our neighborhoods from gangs.

It is important to have a good working relationship with community leaders and with state, county and federal agencies that can advocate for your cause and/or allocate financial and technical resources.

GANG INITIATIVE PROGRAM

The Jersey City Police Department has used several avenues to interdict gang activity while implementing programs to prevent gangs from recruiting new members. The Community Relations Bureau has gathered literature on the topics and distributed brochures highlighting the aspects of gang involvement and the dangers for communities who haven't developed prevention plans. Our Juvenile and Special Investigations Units gathers intelligence on the gang related criminal activity, and our Planning and Research Units attend regular seminars related to gang prevention and conduct research on agencies that provide assistance: The Office of Juvenile Justice, Bureau of Justice Assistance, Community Oriented Policing Services, and Local Police Departments gather intelligence and share information.



Mayor Jerramiah T. Healy

ESTABLISHED

It could be argued that Jersey City has always had a gang prevention program, although it wasn't actually called gang prevention. Our schools developed close relationships with the police department and our interactions kept everyone informed of criminal activity. The DARE program evolved from those relationships. Officers began training the teachers, students and parents about the dangers of drugs infiltrating our schools. There were seminars to promote the need for children to establish strong self esteem, and to resist the peer pressures associated with drug involvement.

In the late 1980's, research teams from Rutgers University studied our open market drug problem and identified the beginnings of gang-related drug markets. The Drug Market Awareness

Program identified the communities, the proliferation of the problem, and advised Jersey City Police to begin a formal gang prevention program.

Since then Jersey City has worked on several fronts to educate, prevent, identify, and manage gang-related activity. The Hudson County Prosecutors Office, Special Investigations Unit, Juvenile Bureau, Narcotics Units, Community Relations Unit, State Parole Officers, Jersey City Board of Education, and Hudson County Corrections have organized resources to monitor, prevent, and interdict gang related activity.

EFFECTIVENESS

Program effectiveness is measured by the various agencies involved in the project. Each agency is responsible for gathering intelligence on various gang related activity. As

the needs arise, joint ventures are formed to plan, organize and implement operations designed to arrest and prosecute offenders who organize and conduct illegal gang activity.

FUNDING

The funding for many of the projects, implemented throughout Hudson County, is shared with the agencies involved. Police officers are assigned from various agencies to work together on the related problems. Many of the state, county, and local law enforcement agencies can not individually afford to maintain sizeable Gang Units. By pooling resources and sharing information, larger size units can be formed. By including state, county, and local agencies, intelligence can travel much faster, duplicity is reduced, and a shared vision is promoted.

OTHER INVOLVEMENT

Jersey City is cooperating with a new joint venture being formed within Hudson County. It will be announced that a new Hudson County Anti Gang Force has been formed. This task force will operate primarily in Jersey City, but as history has shown, it will have a dramatic effect on gang-related activity throughout Hudson Counties' eleven municipalities. Primary gangs we are involved with include the: Latin Kings, the Bloods, MS-13, and other local street gangs.



CONTACT

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LESSONS LEARNED

- 1) Gang problems are formed by a lack of self esteem within young people;
 - 2) A non-violent nurturing family structure is the best defense against gangs formation;
 - 3) Involvement in youth programs promotes personal development; Civil Air Patrol, Sports programs, Music and Arts, Boys and Girl Scouts, and related organizations and programs should be sought out and promoted through the schools and community groups;
 - 4) Law Enforcement Agencies should be connected to schools (K-12) to provide educational resources, safe environments, and role models supporting strong self esteem; and,
 - 5) State, county, and local agencies should form joint ventures with: courts, prosecutors, probation, parole, corrections, state police, county police/sheriffs departments, local law enforcement, and national gang intelligence units who provide seminars to share information on trends and new programs.
- Use the SARA model of problem identification. Include University research tools, law enforcement resources, courts and corrections resources, and school and community resources. This will provide you with a holistic approach while reducing the impact on individual resources. Enhance the program with leaders in the community who can provide counseling, referral services, jobs, child care services, after school programs, conflict resolution teams, and youth programs.

The Kokomo Police Department's Neighborhood Directed Policing and Crime Prevention programs have significantly impacted the manner in which our agency combats gang intervention and prevents gang violence. The police department has a very successful police athletic program consisting of eight athletic events for children ranging in age from seven to seventeen years. We also have a police cadet program with participants ranging from fourteen to twenty years of age. We have a school resource officer program that provides police officers to our schools who are utilized to instruct drug awareness resistance education (DARE) in addition to providing security measures to students and faculty.



Mayor Matt McKillip

ESTABLISHED

The Neighborhood Directed Policing program was started in 1989, Crime Prevention began in 1989, the Police Cadet program was started in 1985, the Police Athletic League formed in 1977, and the School Resource Officers Program started in 1973.

The programs were created in an effort to provide a safer environment for our children and the entire community. We created the youth programs to bond with our young people and strongly suggest an alternative to delinquency.

EFFECTIVENESS

The City of Kokomo Police Department measures the effectiveness of our programs by tracking data and analyzing the disposition of complaints received. In addition to the accumulated data, we also utilize community and media responses. We also review the level of participation in our youth and prevention programs.



FUNDING

The programs are primarily funded by the City of Kokomo budgetary process. We have received federal funds from the Department of Justice in the past which we utilize to enhance our programs.

OTHER INVOLVEMENT

- A) The City of Kokomo Building Inspector addresses the issues of dilapidated or vacant houses, abandoned businesses which are vandalized with graffiti and abandoned vehicles.
- B) The Kokomo Fire Department conducts educational awareness for youth and the community. They also inspect businesses and multi-dwellings for safety.
- C) The Kokomo Refuse Department maintains the cleanliness of alleys, streets and problem areas.
- D) Emergency Management volunteers assist with patrolling and safety.

The community is involved in the programs by forming neighborhood watch groups, and participating in the various programs.

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LESSONS LEARNED

The agency leadership must establish and maintain a partnership that includes the entire community, business industry and education sector. This partnership is primarily an open communication and commitment to keep the community well informed and provide a professional and quality service within a timely and safe manner. Our programs have been initially and primarily directed by sworn police officers, however, we believe that by training committed civilians we can administer and direct each of these important programs. By utilizing civilians, we can allow sworn officers to focus on their intended tasks.

We would recommend analyzing community data consisting of concerns and complaints. Conduct community forums for input, establish a short and long term plan that is reasonable and practical, seek participation from volunteers, as well as funding from donors, private, corporate and grants. Carefully select committed, dedicated individuals who are willing to progressively pursue goals and objectives of your programs.

The Lajas Police Department utilizes several community based programs to make the gang intervention and the gang violence prevention. The programs include: Resident Security Council, School Patrols, Public Order Codes, Joint Assessments and Resident Leaders.

Some of the responsibilities of the programs are:

- Gather detailed information about the gang and the criminal activity or incidence in the different areas;
- Offer suggestions about effective prevention methods and strategies;
- Organize civic, cultural and sports activities to prevent criminal activity by adolescents and adults; and,
- Conduct periodic interventions in identified areas where gangs or groups of people are meeting to plan criminal activities.

ESTABLISHED

The programs were created to assist the local police departments and to prevent gang activities. The purpose is to combine the efforts of the community-based programs and law enforcement to monitor and maintain safe areas free of gangs.

EFFECTIVENESS

The program's effectiveness is measured by the statistical evidence of criminal activities in the different areas; specifically, increases and decreases in delinquency, child abuse and neglect, drug and alcohol use and abuse offenses.

FUNDING

The program is financed through state and municipal proposals. Sometimes, federal government has financed the recruitment of agents through the COPS Program.

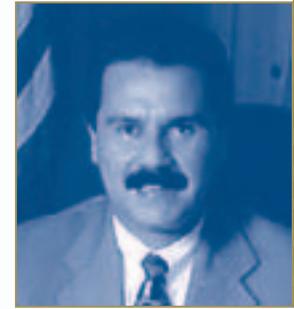
OTHER INVOLVEMENT

The others agencies involved in the programs are:

- Local Police Department;
- Puerto Rico's Education Department;
- Emergency Management Office;
- Private Schools; and,
- Recreation and Sports Department.

The agencies are involved and participate in:

- Community meetings;
- Conferences, training and seminars;
- Security and protection fairs;
- Sports, cultural and civic activities; and,
- Special vigilance.



Mayor Marcos A. Irizarry



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LESSONS LEARNED

The major lessons learned from these programs are:

- The value of community participation to attend to and solve problems of public order and security;
- Programs are extremely important, especially for early childhood development;
- Community leaders have an important role in identifying and presenting solutions to problems; and
- Establish a program to give citizens the opportunity to assess the same problems and suggest modifications/recommendations on how to improve the services.

Seek out the guidance and assistance of other agencies that have set up similar programs. With the experience and willingness to help, found in almost all government agencies there is no reason to reinvent the wheel. Mayors interested in establishing a program of this nature need to involve the community the city leadership and the police department.

NEIGHBORHOOD CRIME WATCH PROGRAM

One of our most effective programs to promote gang intervention and prevent gang violence is the Neighborhood Crime Watch Program. Gangs have and will always exist. To what extent they thrive is directly related to how individuals, communities, organizations and law enforcement respond to them. Neighborhood Crime Watch is a shared effort between law enforcement, other government agencies, and the community to reduce the threat of gangs and make communities safer and more secure.



Mayor Deborah Cantwell

LAWRENCE IN

ESTABLISHED

The City of Lawrence initiated its Neighborhood Crime Watch Program in November of 1995, and the growth of Lawrence was one reason this program was created. Due to this rapid population growth, the city officials felt the police department and community needed to develop a community/policing partnership.

EFFECTIVENESS

We can measure our success by seeing gang activity stop or move locations.

FUNDING

This program is financed through the City of Lawrence Police Department's public safety budget.

OTHER INVOLVEMENT

We use Juvenile Center, Teen Court, Youth As Resources, Juvenile Restoration, and any other agencies we need to help with gang intervention or gang prevention. Nobody knows their community/neighborhood better than the residents who live in that

particular area. Once a Neighborhood Crime Watch has been organized, the group will be trained to identify suspicious activity. Crime Watch groups get involved by observing and reporting, which helps the police be more pro-active in intervention and prevent gangs from forming.

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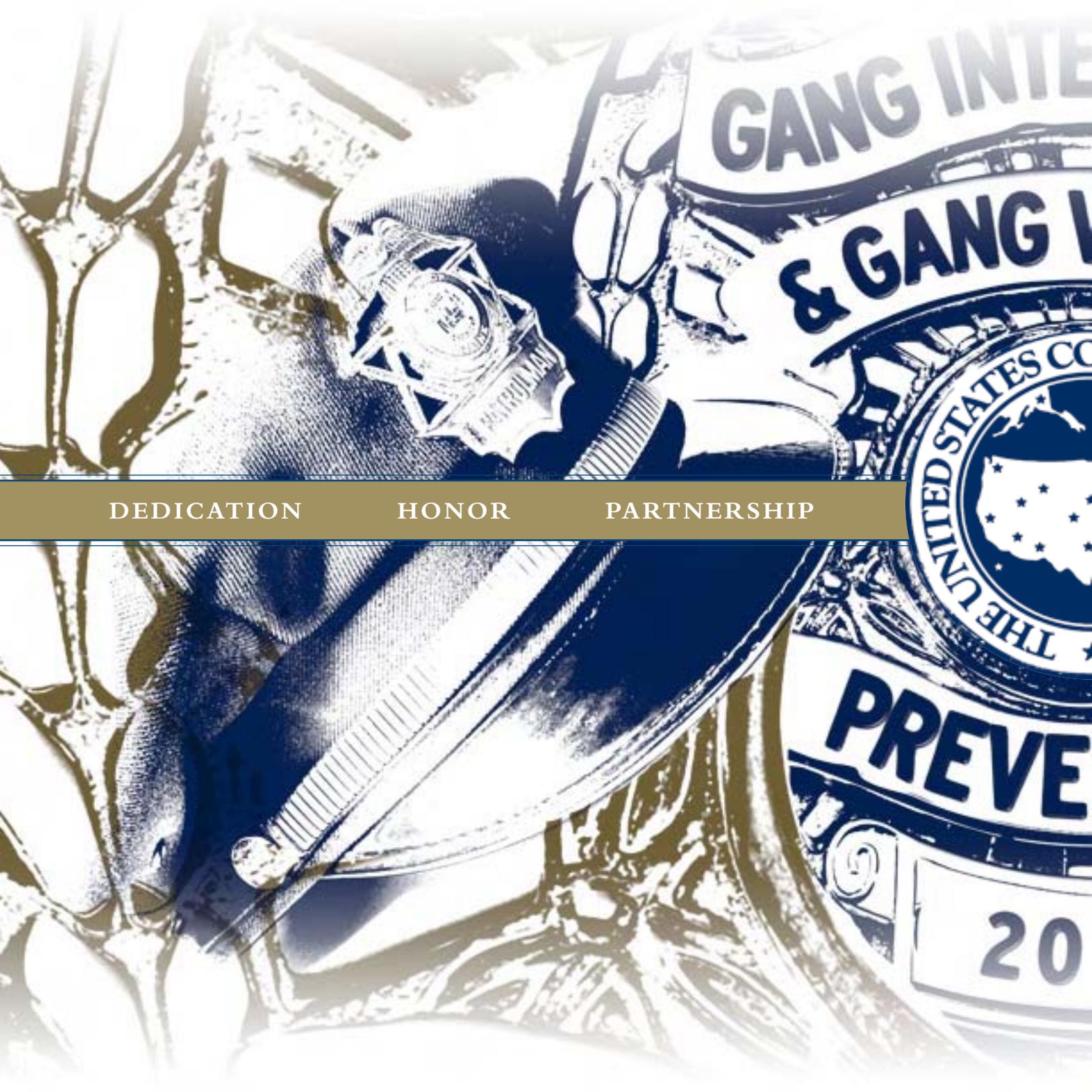
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Neighborhood Crime Watch is truly grassroots community policing and a program that brings the community and police together. It is a program that can be designed to fit each unique neighborhood and whatever problem they are being challenged with.

Attempt to baseline your program as "pro-active" instead of "re-active." Make sure the program is "inclusive" and not "exclusive." Make sure you have the "right" officers involved in the program because if they do not believe in the program it will not work. Realize that while working with volunteers you are working with folks that serve from the "heart" and not because they are paid.



DEDICATION

HONOR

PARTNERSHIP



INTERVENTION

VIOLENCE



INTERVENTION

06

SERVICE

INTEGRITY

PROTECTION



Mayor Teresa Isaac

THE LEXINGTON POLICE ACTIVITIES LEAGUE (PAL)

Because Lexington is at the crossroads of Interstates 75 and 64, it's less than a day's drive to more than 75 percent of the U.S. population. We are at the midway point between South Florida and Detroit, as well as between St. Louis and the East Coast. This helps make our city a prime recruiting ground for gangs from larger cities. According to federal law enforcement authorities, street gangs from larger cities use these interstate highways as pipelines to transport illegal narcotics throughout the country.

Street gangs play a large role in illegal drug distribution, and we've found that they are no longer exclusively a big city problem.

To deal with these cold, hard facts, the Lexington-Fayette Urban County Government took several important steps to promote gang intervention and prevent gang violence. Some of the more important things we've done include:

- Founding the Lexington Police Activities League (PAL) to give inner-city children positive interactive experiences with law enforcement officers;
- Police have worked hand-in-hand with local schools in starting literacy and mentoring programs;
- Sponsored sports leagues for inner-city children;
- Sponsored mentoring projects, giving children positive role models with their local police or safety officers; and,
- Founded a program encouraging computer literacy.

Lexington's police, with the backing of local political leadership, rose to the task admirably. They recommitted themselves to "Lexington PAL," which is the local chapter of the Police Activities League.

ESTABLISHED

This chapter of the original Police Activities League, which began in New York City in 1915, has existed since 1985. However, its importance has never been greater.

In the early 1990s, the Lexington Police Department beefed up its PAL staff to include three police officers, a program director, two certified teachers, a sports coordinator and five instructors.

EFFECTIVENESS

The Lexington PAL program's effectiveness is easy to measure by feedback from the community and the number of children enrolled in the program. Approximately 200 children are enrolled in PAL activities at any given time. As many as 1,000 children have attended special events hosted by Lexington PAL. About a decade ago, a rumor spread that PAL was going to be discontinued. Our phones rang off the hook with calls from concerned parents and families in the area wanting the program to continue to operate.

Addressing gang activity is a lot like medical treatment—it can be either preventive or responsive. Obviously, it's best to prevent gang activities from ever happening. Once it becomes evident that a city needs to take action on gang activity, responding to the problem is far more difficult.



Center-Chief of Police Anthony Beatty-Lexington, Kentucky Police Department along with PAL youth at the PAL Cops and Kid Day

FUNDING

Personnel costs come out of our police budget. The Lexington PAL gets its \$50,000 a year funding in grants as well as a very inexpensive lease on two buildings courtesy of our local housing authority.

OTHER INVOLVEMENT

The Division of Parks and Recreation works with the Lexington PAL to help coordinate sports leagues and activities. Park facilities and playing fields help make the organization's athletic activities

possible. Also, at any given time, there are between 50 and 70 volunteers working with children in the Lexington PAL program. Local churches, the Salvation Army and other civic groups have lent their efforts to make gang intervention and prevention possible in Lexington.

Lexington has also partnered with the Tubby and Donna Smith Foundation to start the Tubby's Clubhouse Program. University of Kentucky Basketball Coach Tubby Smith has, through his charitable foundation, donated funds to establish computer learning centers in community centers serving Lexington's economically depressed neighborhoods. Staffed by skilled volunteers, these centers teach kids valuable computer skills, helping them to get ahead academically and professionally. Once again, our Parks and Recreation personnel help promote this program, which is also supported by a grant from Dell Computers and the volunteer efforts of the Central Kentucky Computer Society.

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LESSONS LEARNED

A decade ago, Lexington's civic leaders were forced to learn a difficult lesson about dealing with populations susceptible to gang recruitment. Even though the Lexington PAL existed at that time, it wasn't considered as central to our efforts as it is now. This year was the 10th anniversary of the shooting of Tony Sullivan, an unarmed 18-year-old black man killed during his arrest by a white police officer. The resulting protests shocked our city and helped bring it out of a segregated mindset that permeated local culture for much of the 20th century.

The most important lesson we've learned in administrating PAL is that authoritarian rule, using strong police presence to create an almost oppressive role in keeping the peace, is outmoded.

A heavy-handed approach to prevent street gang activity is not productive—it only creates an “us versus them” attitude that encourages street gangs.

Incidents such as the Sullivan tragedy only serve to create a more fertile recruiting ground for street gangs in a community. Lexington-Fayette Urban County Government needed to change, or else they would be changed. The role of local law enforcement had to evolve into a cooperative role, rather than an adversarial one.

Since then, Lexington has taken proactive measures that have helped prevent the formation of large, well-organized street gangs. Our message to the community has been that the police are public servants, not uniformed oppressors.

To effectively address gang intervention and the prevention of gang violence, it's essential for municipal leaders to realize that statistics have proven time and again that young people who possess professional skills or who stay in school are much less likely to be involved in gang activities. It's our job to compete with gang recruiters for the attention and energies of our youth.

The time-proven two-tier approach taken by PAL is to encourage healthy play and sports activities among the area's children, along with reducing tension between police officers and youth through mentoring and sports activities. To make this work, city and police leadership had to stress PAL's importance from the very top on down. From the city's point of view, we had to ensure adequate funding. But from the police point of view, we wanted PAL to be viewed as something more than "just another program." We needed commitment to the vision of creating a police-youth partnership.

In the decade since Lexington chose to change its focus on the prevention of gang activity, our city's police force has acquired a new chief, Anthony Beatty, who is probably PAL's biggest proponent. This year, when the group held its first "Back to School Bash," Chief Beatty was right there, mingling with the crowd of kids and even signing autographs.

One of the most popular programs our police force has is the creation of trading cards with the photos of each police officer on it. When officers patrol an area and interact with children, they often give a trading card with their photo on it to the kids. After our Police Chief Beatty, and possibly Assistant Chief Ulysses Berry, the trading cards most requested by Lexington children depict our PAL officers.

With PAL, we've targeted areas where gang recruitment could possibly occur. From all indications, the efforts we've seen from our police seem to be working. Our PAL officers, personnel and volunteers work together to ensure the participants have frequent and effective positive interactions. A wide variety of activities are made available to kids as young as age seven. Our hope is that every child in the areas served by PAL facilities will have had some sort of positive interaction with a Lexington police officer by the time he or she becomes an adult.

Our PAL program is special, targeting a specific group of children in our public housing areas. Officers participating in PAL find that youngsters are receptive to the opportunities and encouragement

the program offers. Mothers, teachers and officers all speak of the positive impact PAL has on the children and how they see these influences reflected in everyday life.

The police officers involved with PAL will sometimes argue that the children aren't the only ones to benefit from the program. Along with more predictable police-led activities, such as football and basketball teams, we also have tutoring, golf, cheerleading, step dancing, community clean-ups and even basic flight lessons.

It's important that the goals PAL helps children to achieve have long-range benefits. The tutoring/remedial reading program run by PAL has some very impressive ambitions. The tutoring program's overall purpose is to increase the daily reading time for disadvantaged youth, provide one-to-one contact time while the child reads and to prevent youth delinquency and truancy. Ultimately, our objective is to increase at least 75 percent of the youths' reading skills by at least one grade level, as assessed by the Standard Reading Test.

The PAL program delivers a powerful message about gang membership and recruitment. One of the guest speakers the organization has recently scheduled is New Jersey gang expert Chris Hill, who specializes in speaking on methods of avoiding bullying and gang membership.

Other than the PAL program, our Division of Police is stepping up its gang prevention efforts. Our police are examining whether we need a Gang Task Force, though the evidence may suggest that our preventive efforts may preclude that step. Our city also benefits from the Project Safe Neighborhood program. Like PAL, this project stresses positive interpersonal relationships between police and the area residents they protect.

Project Safe Neighborhood is cooperatively coordinated between the Kentucky Commonwealth's Attorney office and the Justice Department's Division of Alcohol, Tobacco and Firearms. This way, we have the collaboration of both state and federal agencies in preventing gang recruitment, membership and violence.

We've seen success in preventing gangs from getting a strong foothold in our city. With positive police involvement in our communities, Lexington's residents will become a part of a united front to keep their young people safe and involved in productive activities.



Mayor Manuel A. Diaz

The City of Miami Police attacks the gang issue in three phases: Prevention, Intervention and Enforcement.

PREVENTION:

We have several programs that we have implemented to target “at risk” youth in the City of Miami:

G.R.E.A.T. (Gang Resistance Education And Training) 1997

Our officers go through a strict training regimen and obtain a federal certification to teach this middle school curriculum to public school children. We have determined that children at this level become very vulnerable to “gang” influence. This program provides the children with alternatives to gang membership, while building self-esteem. Our officers are committed to teach a minimum of two classes per school year, and challenged to graduate a minimum of 60 students. In addition every instructor must participate in the summer program component.

G.R.A.S.P. (Gang Reduction Activities And Sports Program) 1997

Our Gang Detail unit developed this program in 1997. Each officer is committed to sponsor at risk youth and track their progress through their stay in the program. The initial contact with the youth entails a meeting with the parents and school officials. A file is then

built tracking the youth’s development as they progress throughout the term of the program. The program itself has multiple phases. Self-esteem building programs are implemented in order to build rapport with the youth. Examples of these programs are: ROPES course (similar to those used by corporations to build camaraderie among employees). We take the youth sailing with an area group called Shake-a-leg. (These are disabled individuals who may seem incapacitated yet are able to master the complexity of sailing). The youth are also rewarded for positive progress with excursions to local area attractions. This is a grant-based program. The youth learn that seemingly impossible situations do have possible solutions.

INTERVENTION:

S.A.V.E. (Stop Active Vandalism Everywhere) 2003

This is also a grant-based program in which officers take youth who have been involved in graffiti or gang activity throughout the city to painting over existing graffiti. Youth who have committed crimes and have been sentenced

“Each officer is committed to sponsor at risk youth and track their progress through their stay in the program.”

to community service time are also recruited for this learning venture. Officers lecture the youth on the dangers of being involved in gang activity, as well as the impact graffiti has on the community. The officers are also challenged to build rapport with the participating youth.

ENFORCEMENT:

Our gang detail keeps a database on documented gang members and their associates who reside or loiter within the jurisdiction of our city. This provides information in tracking gang related incidents and serves as a fountain of information for support to our other investigative units. (i.e. homicide, burglary, robbery etc.)

The unit also proactively engages in gang sweep throughout the city, documenting and enforcing criminal activity.

Furthermore the Gang detail conducts long and short-term investigations involving gang members and their associates.

The unit is also an active participant in the Multi Agency Gang Task Force.

This taskforce provides networking within the different police departments. It provides an exchange of intelligence between agencies relating to gang activity. The participating agencies meet once a month and proactively engage in gang sweeps throughout the entire Dade-County area. (The common jurisdictional geographic).

These are the basic techniques deployed by our unit in the ongoing battle to curtail gang activity in and around our City of Miami.

ESTABLISHED

G.R.E.A.T was implemented in 1997. G.R.A.S.P. was implemented in 1997.

S.A.V.E. was implemented in 2003.

These programs were set in motion to promote positive interaction between the police and at-risk kids.

EFFECTIVENESS

Through feedback from the community, the participants and the long term positive impact made on the youth involved.

FUNDING

The programs are funded through federal grants.

OTHER INVOLVEMENT

GREAT is a program much like the DARE program where the same curriculum is taught at a national level.

The other two programs are the brainchild of the City of Miami. The community is involved directly by participating in the program events and members also serve as chaperones on excursions.

LESSONS LEARNED

It is imperative to get a commitment from everyone involved in these programs to ensure that there is reinforcement of the lessons taught. The fruits of our labor are sometimes measured in long term success therefore maintaining regular contact with the participant is essential.

Ensure that the personnel charged with these tasks is committed from its onset to its culmination.

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MODESTO POLICE DEPARTMENT STREET CRIMES UNIT

The Modesto Police Department has, dating back twenty years or more, maintained a gang unit with the goal of suppressing gang activity and violence. Whether the unit was known as the Gang Violence Suppression Unit (GVSU), the Crime Reduction Task Force (CRTF), or the Street Terrorist Apprehension Team (STAT), the mission has always been to suppress gang-related activity and prevent gang violence.

The gang unit has been responsible for the gathering of gang-related intelligence and the maintenance of a database, as well as street-level enforcement, follow-up investigation on gang related felony cases, and the preparation of gang enhancements for the prosecution of gang-related criminal offenses.

Recently in the city of Modesto and Stanislaus County, there has been an increase in the percentage of violent felonies that have been determined to be gang related or gang involved. The increase has been especially glaring when looking at the percentage of homicides that were gang related during 2003 and 2004. As a result, Chief of Police Roy Wasden and his command staff have committed significant resources toward the prevention and suppression of gang activity and violence.

In June of this year, the Modesto Police Department unveiled the Street Crimes Unit. SCU is made up of two eight-officer teams each supervised by a sergeant. Two detectives are assigned to investigate gang related felony cases and to prepare gang enhancements for prosecution. Additionally, the Modesto Police Department has dedicated two officers and a sergeant to a newly created County-wide Gang Intelligence Task Force. The task force is responsible for gathering and maintaining gang intelligence and disseminating it to police agencies throughout Stanislaus County.



Mayor Jim Ridenour

The creation of the Street Crimes Unit allows not only seven-day-a-week suppressive efforts against criminal street gangs, but enables the Modesto Police Department to become more involved in gang violence prevention. Although SCU was not created as a prevention program, officers are selected in part, based on their ability and desire to contact and educate the public. Since June, officers and detectives in SCU have given more than thirty-five gang presentations to city and county agencies, schools, community groups, churches, etc. The Street Crimes Unit works closely with the Modesto Police Department's School Resource Officers and has also been instrumental in the development of the Modesto/Stanislaus County Community Gang Task Force.

ESTABLISHED

The Street Crimes Unit was created in June, 2004, in response to the growing number of violent felonies and homicides that were determined to be gang related. The County-wide Gang Intelligence Task Force was created in September, 2004, to assist law enforcement agencies throughout Stanislaus County with the investigation and prosecution of gang related cases.

EFFECTIVENESS

The goal of the Street Crimes Unit is to reduce the rate of increase of gang related homicides and other felonies. All reported gang related felony cases are being monitored to judge the impact SCU is having in the city of Modesto.

FUNDING

Chief of Police Roy Wasden was able to create the Modesto Police Department's Street Crimes Unit using current resources within the department. No outside funding was used in the creation of SCU. The County-wide Gang Intelligence Task Force was created after several allied agencies committed resources to the project. A Project Safe Neighborhoods Grant was obtained through the U.S. Department of Justice. Approximately \$150,000 was provided to fund salary and benefits for a City of Modesto Police Clerk for a period of three years assigned to work in the Gang Intelligence Task Force.

OTHER INVOLVEMENT

In addition to State Parole, the Stanislaus County Probation Office and the Stanislaus County District Attorney's Office, every law enforcement agency in Stanislaus County takes an active role in the County-wide Gang Intelligence Task Force (gathering intelligence, sharing of intelligence with allied agencies, etc).

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STREET CRIMES UNIT

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GANG INTELLIGENCE TASK FORCE

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COMMUNITY GANG TASK FORCE

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LESSONS LEARNED

Dedicate resources to law enforcement and allow your agency the time to implement their programs. For any county-wide program to work effectively, you must foster cooperation among all agencies involved.

MOUNT VERNON COMMUNITY THAT CARES (MVCTC)

The City of Mount Vernon and the Mount Vernon Police Department (MVPD) recognize the importance of community in gang prevention and gang violence. The City of Mount Vernon is fortunate to have six school resource officers (SRO) within the MVPD who are actively involved in the eleven elementary, two middle schools and two high schools. These SROs also work closely with the Mount Vernon City School District office and School Security officers to provide a safe and secure learning environment for over 10,000 young people within the schools. In addition, the MVPD has two Youth Officers who manage juvenile offenses. These two officers also participate in the city's initiative called Mount Vernon Community That Cares (MVCTC).

At its core, MVCTC is a consortium of profit and non-profit organizations, schools, youth serving agencies, parent groups, social service agencies, the faith community, healthcare professionals, individuals and City of Mount Vernon and Westchester County Government agencies committed to serving and working with youth and families in Mount Vernon, NY. In February of this year, two MVPD officers presented a workshop on gang involvement to the Mount Vernon community. Over 50 people attended this workshop and through a pre/post test, there was a 36% increase in gang awareness and community prevention strategies.

ESTABLISHED

Because Mount Vernon is known for its successful history of collaboration with community agencies, Mayor Ernest D. Davis was seeking a model program that would complement existing programs within the city, as well as gain community input to prevent rising juvenile crime. Mayor Davis had the vision to charge

the Youth Bureau Director to look for and select a research-based, best practice model program that examines the risk factors and protective factors facing young people. In 1998, under the auspice of the City of Mount Vernon Youth Bureau, the Mount Vernon Community That Cares (MVCTC) coalition was formed. The mission statement is as follows: We envision Mount Vernon as a safe community of healthy individuals and nurturing families with abundant, accessible resources and quality full service schools sustained by spiritual strength. The work of MVCTC will focus on preventing risk factors and increasing protective factors in the following areas: substance abuse, delinquency, teen pregnancy, school dropout, and violence. MVCTC has followed the Communities That Care model, created by Drs. Hawkins and Catalano.



Mayor Ernest D. Davis



Mount Vernon Police Department and students from the graduating class of the GREAT program.

EFFECTIVENESS

Every six months the coalition conducts a self-assessment to ensure the level agreement about community needs, partnership goals and selected services. Some results from the self-evaluation tool are as follows: 89% are extremely/very comfortable with the way decisions are made in the partnership; 94% support the decisions made by the partnership all/most of the time; 94% said they were mostly/completely satisfied with the way the people and organizations in the partnership work together; 94% were mostly/completely satisfied with the plans for achieving the goals and 88% are mostly/completely satisfied with the implementation of the plans.

In addition, MVCTC has formed by-laws and six work-groups, conducted a needs assessment, analyzed risk and protective factors affecting Mount Vernon's youth through a survey of 2,000 students and are currently in the process of developing a long-term community plan. Discussions and tasks of the MVCTC revolve around four risk factors: gang involvement; poor academic performance; low neighborhood attachment and family conflict.

FUNDING

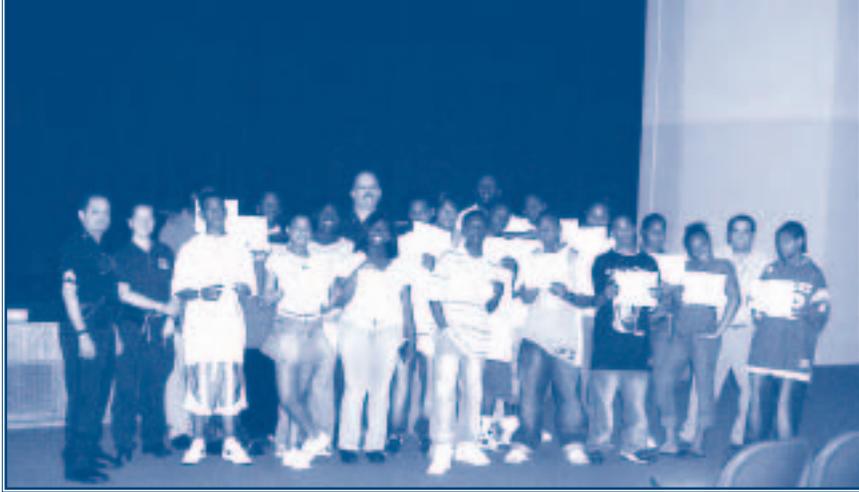
The MVCTC is operated through the City of Mount Vernon Youth Bureau. In addition, using the coalition has allowed the city and school district to collaborate, apply for and successfully obtain two federal grants and one state grant: Drug Free Communities grant program (was funded through the

Office of Juvenile Justice Delinquency Prevention now through the Substance Abuse and Mental Health Administration), Safe Schools/Healthy Students (Department of Education) and Juvenile Accountability Incentive Block grant (New York State Division of Criminal Justice Services). In addition, because of the work done by the coalition, the city was in a position to apply for Official Recognition for the Weed & Seed program, through the U.S. Department of Justice this year. A letter of intent was submitted in August and a complete application was submitted in October of 2004.

“We envision Mount Vernon as a safe community of healthy individuals and nurturing families with abundant, accessible resources and quality full service schools sustained by spiritual strength.”

OTHER INVOLVEMENT

Other city agencies involved in the program are as follows: Office of the Mayor, Mount Vernon Police Department, Youth Bureau, Department of Recreation and Department of Planning and Community Development; Westchester County Agencies: Departments of Probation, Social Services, Community Mental Health and County Youth Bureau. In addition to the Mount Vernon City School District, community organizations are represented on the coalition community board by two of Mount Vernon's largest churches, several mental health and social service agencies, civic organizations, local businesses, youth, parents and seniors. All of these sectors of the community make up the community board which meets monthly and solicits feedback from meetings, focus groups, interviews with key leaders and surveys. There is on-going solicitation to actively recruit membership. In addition, MVCTC has offered continuous outreach to the community by making presentations to the schools, parent groups, conference workshops, other municipalities, and service agencies on their success, process and goals.



Mount Vernon Police Department and more students from the graduating class of the GREAT program.

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LESSONS LEARNED

The greatest lesson is the importance of organization, structure, and communication. MVCTC was quick to elect officers, develop by-laws, form sub-committee workgroups to achieve tasks and conduct outreach. An e-mail list was created to post meetings, community events, funding notices, training events and other useful information. While the community board attendance is approximately 25 - 30 people, the e-mail list has over 100 people. Another lesson learned has been recognizing that growth and activities need to be managed by a dedicated part-time person. Therefore, after five years of existence, the coalition is looking to hire a coalition coordinator. Lastly, because there are so many areas to address facing the youth in Mount Vernon, it is important to recognize that it takes a timeline and set goals to address the problem. It is instrumental to keep new and old coalition members reminded of successes and focused on set task(s) for a specified time rather than trying to address new issues.

First and foremost, seek a best practice model that is research-based. More and more grant applications want to see data to support community initiatives. While different people and organizations may have very well-intentioned ideas, solicit a best practice model that does not reinvent the wheel for your community, but rather works with existing programs and agendas that can be replicated in your community. A program like Community That Cares has a blueprint or manual to help your community get organized. Secondly, it is important to ensure that all sectors of the community are represented in the planning process: office of the mayor, law enforcement, school, social service and mental health, faith-based organizations, businesses, parents and most importantly, youth. There is a quote by a young person that sums it all: "Don't plan something for me, to me, about me WITHOUT me."



Mayor David W. Smith

KICKIN' IT WITH COPS

The Newark Police Department, in conjunction with the Newark Unified School District, offers a noontime “brown bag” lunch program at its local high school (2,200+ students) entitled “Kickin’ it with Cops.” This program was designed to open the lines of communication between the police department and local high school students.

One full-time School Resource Officer (SRO) is currently assigned to the high school. The SRO’s duties include, but are not limited to, the following: identify and investigate gang activity, investigate crimes that occur on the campus and surrounding areas, act as a liaison between the school district and police department, and serve as counselor/mediator to students and staff.

On at least a monthly basis, students have an opportunity to sit down and have lunch with police officers from various divisions (detectives, traffic, community preservation, crime prevention, and patrol) to ask questions. Students generally ask “why do officers do what they do?” Questions regarding gang activity at the school and within the city have also been addressed in the past. This is conducted in an open forum and all questions are answered.



The Newark Police Department is committed to keeping the lines of communication open with local young people in an attempt to build trust. This seems to be a perfect forum where kids and cops can communicate in an informal setting.

ESTABLISHED

The “Kickin’ it with Cops” program was established in January 2004 in an effort to foster open communications between young people/potential gang members and police.

EFFECTIVENESS

The effectiveness of the program is not measured statistically. It is measured by the interaction between the kids and the officers. Because of this program, the high school students are more prone to contact officers regarding incidents, which have occurred or are about to occur. This is evident by the interaction of the SRO and the students. The students have contacted the SRO to report weapons and drugs on campus and potential gang fights. This would not be possible if the trust between the teens and police were not in place.

FUNDING

This program is funded through our current police budget. Officers are on-duty while participating in this program.

OTHER INVOLVEMENT

No other city agencies are involved at this time. The community is welcome to attend these open forums, as they are held at lunchtime in the Career and College Center. The Career and College Center advertises this program to other surrounding high schools in surrounding cities.

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In implementing this type of program, you need to be aware that teens are suspicious of the sincerity and motivation of the officers participating in this program. Officers who are assigned to speak at these forums must be willing to interact with the teens and understand where their questions are coming from. The interaction between the kids and officers must be genuine, open, and honest. Teens can tell when they are being lied to or being “snowed.” This is a program where openness and honesty is paramount in building trust between potential gang members and police.

Choose the personnel carefully; hours of work committed in building the bond of trust can be destroyed easily if the wrong impression is perceived by teens.

This type of program can be implemented at a very low cost, as on-duty personnel can be utilized in conducting these forums.



Mayor Nicholas B. Blase

GANG AWARENESS TRAINING EDUCATION (GATE)

This Gang Awareness Training Education (GATE) Program is a school-based education, intervention and prevention program. The program is taught in the fifth through eighth grades.

ESTABLISHED

The GATE program was created by an officer in the department who saw a need for a specific type of intervention/education program that addressed gangs specifically.

EFFECTIVENESS

The GATE program is measured by several different means. Each year the school resource officers conduct a gang survey to identify gang trends, gang behavior and gang-related incidents. Since the program's inception, gang behavior has been reduced. Secondly, through a series of blind surveys given to students in each grade level, the program instructor can assess at-risk behavior early on.

FUNDING

The program is funded through the Illinois Criminal Justice Information Authority, Juvenile Accountability Block Grant. This funding pays for the cost of the officers to teach the program and administer portions of the program on their off-duty time.



Instructors going through an in class exercise during their instructor certification.

“Since the program’s inception, gang behavior has been reduced.”

OTHER INVOLVEMENT

The GATE program relies on two social service agencies, one run by the Village of Niles, Niles Family Services, and a Cook County Agency, Mainstay. Youths who are deemed at-risk go through counseling on a sliding scale basis. In addition, the local school district provides social services through counseling services. The community is involved through a series of educational programs that teach about the dangers of gangs, reporting of crimes and parenting tips.

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LESSONS LEARNED

The GATE program is easily set up, provides for multiple levels of intervention and prevention, as well as a tracking method to identify at risk children and intervene as early as possible. This program is a great fit for communities which does not believe there is a gang problem, but where a gang presence exists, as well as for those communities with heavy gang involvement.

Remove the blinders as to the notion that gangs are not in your community. Gangs travel all over the country. Understanding that and realizing that schools are the number one factor impacting gang behavior and supporting programs in and around the school are paramount.



Mayor Paul D. Fraim

NORFOLK POLICE DEPARTMENT GANG SQUAD

The Norfolk Police Department Gang Squad works closely with the Norfolk Public Schools in training all school staff in gang awareness and identification. The Gang Squad responds to all gang-related activity associated with schools. We assist school personnel in talking to gang members and high-risk youth about the dangers of gangs. The Norfolk Police Gang Squad participates in quarterly meetings with school principals about gang activity. The Gang Squad provides gang awareness training to parents and civic groups.

The Gang Squad refers parents/gang members to groups that provide services related to gang activity such as the Boys and Girls Club, the Virginia Gang Investigators Association and the Norfolk Juvenile Court. The Norfolk Police Gang Unit handles all gang related arrests and maintains a gang data base. The Norfolk Gang Squad assists in conducting monthly gang intelligence meetings with all surrounding agencies. The Norfolk Police Gang Squad provides a gang hotline to report gang activity without identifying the caller.

ESTABLISHED

The Norfolk Police Gang Unit was created in 1990 due to the insurgence of gangs in the city and in the public schools. The squad was created to identify, prosecute and eliminate gangs from the City.

EFFECTIVENESS

Since the formation of the Gang Squad in 1990, over 100 gangs have been eliminated from our city and most importantly in our public schools, with many gang members prosecuted.

“Since the formation of the Gang Squad in 1990, over 100 gangs have been eliminated from our city and most importantly in our public schools, with many gang members prosecuted.”



FUNDING

This Norfolk Police Gang Squad is financed entirely by the City of Norfolk.

OTHER INVOLVEMENT

The Sheriff's Department is also involved.

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LESSONS LEARNED

- A) Eliminating gangs in the city and the public schools is the goal;
- B) The gathering and dissemination of gang intelligence throughout the police department and other law enforcement agencies in the area is imperative;
- C) Constant liaison with the schools is essential in providing a school environment free of gang activity;
- D) We provide gang awareness training to our citizens and encourage them to report gang related incidents;
- E) We refer parents and gang members to known intervention programs in the area and try to monitor the progress; and,

- F) It is essential that the Gang Unit be involved in the identification, intelligence gathering, investigation of all gang related criminal activity and in the education of the rest of the department and the community.

They need to have their officers receive specialized training to be able to identify gang activity. They should also assess the extent of their problem and implement a program accordingly. Most importantly, they need to recognize and act on their unique problems and do not linger in denial.



Mayor Diane J. Martinez

GANG RESISTANCE IS PARAMOUNT (GRIP)

For more than 20 years, the City of Paramount, in conjunction with the Paramount Unified School District and the Los Angeles County Sheriff's Department, has developed and implemented a gang prevention program for pre-teen youth called Gang Resistance Is Paramount (GRIP). The purpose of this program is to keep youngsters from becoming involved with, and joining, gangs.

The GRIP program consists of four basic components: an eight- and fifteen-lesson elementary school gang resistance curriculum that is taught by GRIP counselors to second and fifth graders; a ninth-grade follow-up program; anti-gang counseling for youth who are at the beginning stages of gang activity; and gang-awareness/youth-gang-prevention workshops for parents that are held in the community throughout the year.

The GRIP program is operated by Paramount's Community Services and Recreation Department and is staffed by city-employed counselors who are knowledgeable about gang activity and have been specifically trained for GRIP. Their sole purpose is to promote gang prevention in the city and to channel the youth into positive activities. Although they

work closely with the city's police department to resolve gang problems in the community, and routinely invite police officers to speak during GRIP presentations, the GRIP counselors are not police officers.

Using Community Services and Recreation Department personnel to address the traditional public safety issue of preventing youth gang activity is an expansion of the concept of involving resources beyond the Paramount Police Department in community policing efforts. With today's demands on law enforcement, city departments must help with aspects of community policing. Substantial cost savings can be achieved. Not only that, but, in Paramount's case, this has translated into program longevity, as well as allowing more officers to patrol our streets and interact with residents.

“Their sole purpose is to promote gang prevention in the city and to channel the youth into positive activities.”

ESTABLISHED

GRIP was created in 1982 because of local concern about increasing youth gang activity in the community. In that year, over 350 youth in L.A. County were murdered due to gang violence.

EFFECTIVENESS

Annual evaluations are conducted to document details such as the number of participants and the numbers of classroom presentations and parent/community workshops. Additionally, “summary evaluations” that assess program effectiveness are conducted on a regular, ongoing basis. The most recent study, completed last year by the University of Southern California, found that since the inception of GRIP, there has been a significant decrease in major gangs, gang members and the ratio of gang members to residents in Paramount.

One of the earliest studies tested elementary school students before and after participation in the program. Prior to participation, 50% of the students were undecided about gang involvement—after participation, over 95% responded negatively toward gangs. Also using a pre/post test design, the second study included a control group that was not exposed to the program. Unlike the group that participated in GRIP, the control group showed no change in their attitude toward gangs (50% undecided) over the same period of time.

Another study tested sixth-grade students who participated in the program in the fifth grade, and showed that 90% still responded negatively toward gangs. The next study tested ninth graders who took part in the program while in the fifth grade, and showed that over 90% of the students indicated that they were staying out of gangs. Yet another study followed-up with 3,612 former program participants, ages 13–22, and found that 96% were identified as not involved with gangs.



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FUNDING

The GRIP program is funded entirely from the City of Paramount’s general fund.

OTHER INVOLVEMENT

Establishing a gang prevention program was a springboard for other city departments to look at what they could do to impact quality of life issues that would help deter gang activity. Since a deteriorated community appearance tends to contribute to gang activity, the Community Development Department embarked on an ambitious commercial and residential rehabilitation program. New shopping centers were built. Commercial buildings have been refurbished. Street landscaping projects are ongoing. Code enforcement officers work with residents to get them to improve dilapidated property.

The Public Works Department aggressively removes gang graffiti on public and private property in the community seven days a week.

The Public Safety Department instituted a “Target” program with sheriff’s deputies focusing on removing active hardcore gang members from the community, and meets with GRIP staff and community residents to resolve ongoing gang problems. A lagging Neighborhood Watch program was reactivated. Since local police officers are not directly responsible for implementing the gang prevention program, they are able to focus on the enforcement aspect of arresting criminal gang members.

The Community Services and Recreation Department has expanded recreational opportunities that are offered to young people beyond the traditional mainstream activities (football, baseball, basketball). If necessary, fees are even waived for low-income youth.

The community has been involved in GRIP by advising the city during the program’s development and by attending GRIP workshops. GRIP staff maintains a high visibility in the community

by attending and participating in local functions and interacting with parents and youth on a regular basis outside of GRIP events. More than 1,000 parents have attended GRIP meetings.

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LESSONS LEARNED

The culture of acceptance of gang activity that is prevalent in many communities needs to change. This can only be done by educating parents and the youth in the community regarding the consequences of gang activity, and letting them know that they can do something about it.

Don’t reinvent the wheel. Adapt and use gang prevention strategies such as GRIP that have been successful in Paramount and other locations.

Gang prevention should not be just left up to the police, churches, non-profits and faith-based organizations. Cities must utilize all resources to attack the problem head on.

Give your program a name, like GRIP, that is easy for community members (especially children) to remember. From the onset, enlist the support of your school district. (The fact that city employees are

allowed into Paramount classrooms is an indication of the strong partnership between the city and the School District.) Stay committed. Gang prevention programs are long term. In addition to implementing a gang prevention program, enforcement efforts that focus on hardcore active gang members have to be ongoing.

Cities must take responsibility and ownership of gang problems in the community. Do not wait for non-profit or faith-based organizations, or the county, state or federal government, to come in and address these gang problems. Be willing to commit the local funding and resources necessary to prevent kids from becoming involved in gang activity.

THE P.I.E. MODEL — PREVENTION, INTERVENTION AND ENFORCEMENT (THE NEXUS BETWEEN YOUTH AND CRIMINAL BEHAVIOR)

The Pasadena Police Department's initiative to curb the growing tide of violent youth crime was a three-pronged approach. This policing philosophy intertwined prevention, intervention, and enforcement (P.I.E.) as the key components to combat criminal behavior. The police department learned that using any one of these three components alone only achieved moderate success. However, when all three were used within the same program, a systemic solution emerged, creating a larger proactive program that includes many smaller working parts. The following information includes several programs that work in coordination with one another, creating the P.I.E. Model approach to preventing and intervening in youth and gang violence.



Mayor Bill Bogaard

PREVENTION

To furnish programs available for the prevention of juvenile delinquency.

Although these programs are police department programs, they utilize the community in all phases of operations.

Youth Advisor Program

- In operation for over a decade;
- Utilizes 10 young people (18–22) from the community as street leaders. They receive training (i.e. drugs, peer counseling, dispute resolution, etc.);
- Program has been successful in impacting problems of youth, gangs and drugs in our community;
- Divert “at risk” youth by applying positive peer pressure;
- Youth advisors work one-on-one with juveniles to help redirect their decision-making process and provide positive feedback regarding youth problems;

- Conduct school and community presentations and attend events that are geared toward youths to create a more positive life style;
- Participation by Community organizations and businesses that encourage youth participation; and,
- Overall, this program diverts youths from day-to-day negative behavior and gang participation.

Police Activities League (P.A.L.)

- Youth crime program that relies on educational, athletic and other recreational activities;
- Three part program that includes, mentorship program (attending Summer Youth Leadership Camp and the Youth Emergency Leadership camp, etc.), activity program (i.e. basketball, table tennis, martial arts training, etc.) and, college preparation (i.e. computer learning center, homework center, etc.);



Sergeant Chris Hutierrez stretches with PAL Karate Kids at the PAL center's after school program. The PAL after school program provides a safe place for kids to hang out and at the same time provides them with positive activities, role models and mentors.

- Partnership with the Salvation Army to offer positive alternatives to middle and high school students in the area;
- Program participants are picked up from school by the Youth Advisors, taken to the Salvation Army and then taken home;
- The Pasadena Salvation Army was honored by California PAL with the Community Partnership Award for its outstanding support to the Pasadena Activities League;
- Includes a Fine Arts Program; and
- Youths pay \$5.00 per month for participation

INTERVENTION

To furnish programs available for the intervention of juvenile first offenders

Gang Outreach Specialist

- The mission of the Gang Outreach Specialist is to facilitate a strong partnership between the police and the community through intervention and prevention strategies. The target group has been youth (14-24 years) in Pasadena. The majority of youth contacted are gang members, associate gang members; or, are routinely observed by police loitering with gang members or career criminals. This concept stretches into a direction different from PAL and YAB. The strategies under this concept include:



Youth Advisors Tanya Artiga and Anna Sanchez help PAL youth with mathematical skills.

- To serve as a positive role model for youth in Pasadena through special projects;
- Creation of a delinquency prevention program to dissuade youth from participating in gang membership through diversion, mediation and counseling tactics;
- To participate in gang mediation that prevents gang violence from increasing during conflicts;
- To facilitate meetings between the police and the community to mediate conflicts resulting from law enforcement actions;
- To work directly with community organizations to help create a larger partnership in intervening in gang participation; and,
- Working with parents of troubled youths and gang members to help prevent deviant behavior and gang participation

The Gang Outreach Specialist has been successful through the following measurements:

- Tracking and evaluation of delinquent youth that have been counseled and mentored;
- A measurable decrease in gang activity, gang related arrests and participation;
- The inclusion of community organizations such as the NAACP who worked with the gang outreach specialist to refer youth in need of immediate intervention efforts;
- The identification of early gang trends that has led to intervention efforts that have thwarted gang violence;
- An increase positive community understanding regarding police actions to combat gang violence; and,
- Improved relationships between gang members and police officers during field interviews and day-to-day contacts.

Youth Accountability Board (YAB)

- Intended to help juveniles, who have committed their first criminal offense, to receive suitable intervention before their behavior escalates to a more serious crime
- Participant qualifications: a) Under 17, b) Resident of Pasadena or attending Pasadena schools, c) No prior arrest record, d) Minor offense
- Board member qualifications: a) Graduate of the Citizens Police Academy, b) Reside or work in the city, c) Background check (includes fingerprinting), d) Observation of YAB meeting e) training;
- Board composition a) three Board Members (one chairperson), b) Mental Health Counselor, c) Investigating Detective, and d) Staff Assistant;

Process:

- a) Board meets with juvenile and his/her parent/guardian, the mental health counselor and detective;
- b) In absence of juvenile/parent/guardian the board will create an “Accountability Contract” which states mandatory counseling for each juvenile and other contract items (i.e. maintain acceptable school grades, community service, apology letters, random drug testing, etc.);
- c) Board meets with juvenile/parent/guardian every two months for a six-month period. Detective oversees the terms of the contract and periodically contacts the juvenile and parent between tracking meetings. At the tracking meetings the board assesses the juvenile and his/her contract. At that time it is decided whether or not the juvenile should be allowed to continue with the program;
- d) If the juvenile abides by the contract: the case will be removed from all records, the juvenile will then attend a graduation ceremony; and,
- e) If the juvenile does not abide by the contract: the case is filed through the juvenile justice system.

Program Benefits

- a) Intervention;
- b) Swift and appropriate consequences;
- c) Responsibility (juvenile and parent/guardian);
- d) Counseling;
- e) School responsibility (grades and attendance); and,



Pasadena Police Department's Youth Accountability Board (YAB) intervention program is designed to provide juveniles a second chance while involving the community's help.

- f) Low recidivism rate – I conducted a study of our first 15 YAB participants in comparison to 15 other similar first time offenders who did not participate in the program. The 15 kids who participated in our program had a 73% chance of success where the 15 kids who did not participate had up to a 93% chance of not succeeding. Of the 93% up to 7% of the first time offenders who did not participate in our program became four-time repeat offenders. Even the 27% of our kids who did not graduate from the program are still successes (i.e. one is now working for Outward Bound Adventures, another has a full time job, etc.).

This program also uses the Outward Bound Adventures (OBA, Inc.) to assist in this effort.

- Mission: Provide a challenging outdoor environmental learning experiences for urban youth;
- Curriculum: Eco-literacy, team building and leadership skills, outdoor environmental careers and hands on learning, and basic education;
- Accomplishments: On an average, 98% of the students involved in this program graduate from high school. 85% continue education at universities and vocational schools; and,
- Over the 30 years, 8,000 youth have benefited from the program.

Through the Police Foundation a grant for YAB was obtained from the Hutto-Patterson foundation that will allow us to send a large percent of our YAB juveniles to OBA.

ENFORCEMENT

To furnish gang programs available for the enforcement of youth violence

- Juvenile Probation Checks;
- The gang officers gather information from police reports, probation officers, informants, and activity at problem locations. Based on this information the most active gang members are checked for probation conditions with the assistance of a probation officer;
- Identification of active juvenile gang members;
- Identification of violent youth criminals;
- C.L.E.A.R. (Community Law Enforcement and Recovery) is a team of Pasadena Police Officers and Los Angeles Sheriff Deputies working together to identify and track youths who are involved in consistent criminal activity and demonstrate influence in gang participation;
- Created based on the premise that a small percentage of the population is responsible for committing the majority of the crimes that occur;
- Number one goal is to arrest any juveniles involved in on-going criminal activity; and,
- To identify career criminals and incarcerate them based on probation and parole violations and other proactive projects.

Fugitive Apprehension Team

- Main goal is to arrest any juvenile in the Pasadena/Altadena area that does not appear in Juvenile Court within 24 hours;
- Secondly, the officers arrest any youthful (14-25) offender that is wanted for any serious crime;
- On request from other sections or units they track down and arrest a criminal who has been wanted for a period of time;
- Very instrumental to detectives in tracking down and arresting child molesters and domestic violence suspects;
- Other enforcement measures that are directly related to both prevention and intervention efforts;
- In-home visits on active gang members or youths who recently demonstrated gang participation;



Officers gather information to identify and track youths who are involved in consistent criminal activity and demonstrate influence in gang participation.

- The use of the gang outreach specialist for intervention and prevention efforts; and,
- Truancy programs.

ESTABLISHED

In 1996, then incoming Chief of Police Bernard K. Melekian set forth the phrase “No more dead kids on the streets of Pasadena,” and, thus, the number one goal of the police department was established: reducing violence against youths. The police department would not tolerate a way of thinking that accepted murdered children as a normal way of life on the streets of Pasadena. After the P.I.E. strategy was implemented, homicides involving these same age groups steadily declined to zero in 1999 and only averaged 2 per year from 2000 to 2003. As of this submission, in 2004, there had been only one gang homicide and no youth homicides. The success of the programs developed under the philosophy of the PIE model can be examined through the decrease in overall violent crime.

EFFECTIVENESS

For the years 1990 to 1996, the City of Pasadena averaged 15 homicides that involved young adults (ages 14-23) as suspects or victims. During this period of time, the gang activity in Pasadena rapidly increased. This was evident by the 145 homicides during a six-year period (1990-1996). Almost half of these murders involved a combination of youth and/or gang influence in Pasadena

neighborhoods. The most notorious act of gang violence occurred in October of 1993 when immediately after a gang homicide, three youths were shot and killed after being mistaken for rival gang members.

After the implementation of the PIE model, between 1997–2004, (7 year period), Pasadena averaged less than three homicides a year that involved youth or gang member participation. As the police department applied its P.I.E. programs to violent offenders, many other crime statistics dropped simultaneously. From 1997 to 2002, the City of Pasadena experienced a 24% decrease in Part I crimes (murder, rape, robbery, assault, burglary, larceny, motor vehicle theft and arson). The police department links the P.I.E. programs to this staggering decline in serious criminal offenses.

FUNDING

The programs described in this overview are financed through the current police department allocated budget. However, the Youth Accountability Board is funded through the Pasadena Police Foundation, which raises thousands of dollars a year in support of the program. The Pasadena Activities League also allocates operational funds through community fund raising efforts.

OTHER INVOLVEMENT

The PIE model partnerships are very extensive and include many large and small businesses in the Pasadena area. The model also works closely with the Pasadena Public Libraries which offers use of computers and the local libraries for sponsored events. The Pasadena Health Department has assisted in conducting

educational training courses and life skills education for youths. The Code Enforcement Team assists the police in discovering quality of life issues that do not create a healthy environment for youths. The City of Pasadena’s Community Centers and Recreational Facilities not only offer site facilities to further the concepts of the P.I.E. model, but also provide for a safe haven for youths in Pasadena neighborhoods.

The collaborative efforts of organizations include the Salvation Army, Jet Propulsion Laboratory, California School of Technology and the NAACP; in addition, the involvement from local community members is also very high. The Youth Accountability Board, Pasadena Activities League committee, and the Pasadena Police Foundation include community residents and small business owners from all parts of the city. These members must first attend a twelve-week “Citizens Police Academy” and upon graduation are eligible for the boards and committees. The faith-based institutions in the community have also become a large part of the system’s design and community input.

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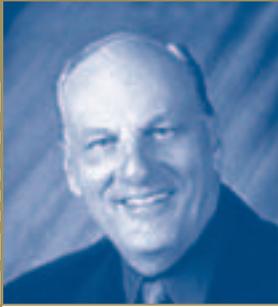
LESSONS LEARNED

The two most crucial lessons to avoid include the following concepts: first, mayors and police chiefs should increase the scope and efforts by avoiding duplication of work by organizations in the community that are competing for the same resources. A diagnostic review of current citywide programs must first be closely examined in the design of a larger response plan in combating youth and gang violence.

Secondly, leaders from faith-based institutions, educational facilities, community organizations, businesses and residents should be included in collaborative efforts to discuss issues that mayors and police chiefs may not be aware of. Universities remain as one of the most underutilized resources in creating intervention and prevention

programs. A wide and diverse team of innovative community leaders should be involved in this endeavor.

The first step in replicating prevention and intervention programs is to visit field sites to obtain the system design concepts. Evaluating the conditions in which specific programs have been introduced into communities may differ. One of the best steps an organization can accomplish is sending employees directly to where the work is being completed. Mayors should also seek out positive enforcement strategies that have the ability to remove the criminal element without alienating the community. Pasadena’s PIE Model would not be successful without the strength of the enforcement aspect.



Mayor Frank C. Ortis

STREET GANG INTERVENTION PROGRAM

The Pembroke Pines Police Department has developed its Street Gang Intervention Program as the agency's first line of defense in the fight to prevent and eradicate the phenomenon of youth street gangs within Pembroke Pines. Although we consider ourselves fortunate in that the program has been successful, it is largely as a result of this multi-faceted approach that Pembroke Pines has escaped this scourge, as it continues to be a safe place to live, work and raise a family. This is the case, in spite of the fact that the City of Pembroke Pines is located in the heart of South Florida.

The multi-faceted nature of the Street Gang Intervention Program is based on employing two detectives who are continuously trained and updated on changes in gang activity, membership, clothing trends and intelligence. The detectives are members of the Broward Sheriff's Office Multi-Agency Gang Task Force (MAGTF). MAGTF includes members from each municipality throughout Broward County, and each member is deputized by the Sheriff for countywide arrest powers in gang-related crimes. A group from MAGTF attends most high profile public events in the county, such as carnivals, where gang members are known to congregate. In addition, members attend a monthly meeting for the purposes of gang intelligence sharing, and conduct a sweep in problem areas of member jurisdictions each month. Through the cooperative efforts of the Florida Department of Law Enforcement, detectives have continuous access to a database (GANGNET) that offers the ability to cross-reference subjects by gang affiliation and street moniker.

Another important component of the Street Gang Intervention Program is a city ordinance that requires the expeditious removal of all graffiti after it is reported. Besides fines for not complying with the removal of graffiti,

the Department of Public Services will paint over the blemish if it is not removed within the specified time frame. Such a practice succeeds in intervening in the cycle of graffiti that starts in an area after the first "tagger" strikes.

Gang detectives interact closely with school resource officers to monitor potential problems and efforts at gang recruitment in the schools, as well as attend school-related events. They often attend homeowners association meetings to address perceptions of residents concerning gang problems. (Our experience has been that citizens will perceive any disruptive activity by groups of teenagers as "gang activity.")

ESTABLISHED

The Pembroke Pines Police Department's Street Gang Intervention Program first came into existence in 1988. As our growing city started to experience the effects of rapid population growth and the coming of age of many of the city pioneers' children, the police department began to experience a crime trend involving street gang activity. Most of this was confined to youth-on-youth violence and a new organized approach to property crime committed by teens, but violent crimes were also being committed with a frequency not before seen. At the same time, school officials and patrol officers were starting to notice graffiti and

other telltale signs of youth gang activity such as literature and recruitment efforts. After seeing such problems spiral out of control in other south Florida municipalities, we “reacted proactively” by assigning two detectives to this initiative. The passing of the Florida Criminal Street Gang Prevention Act in 1990 gave police a new and helpful tool in dealing with gang-related activity. Members of the Pembroke Pines Police Department became members of the Broward Sheriff’s Office Multi-Agency Gang Task Force in 1994. Today, as the result of our efforts, gang-related incidents within the Pembroke Pines are few and far between.

EFFECTIVENESS

Although this program is not formally measured, the success that the Pembroke Pines Police Department experienced in its implementation is evident in the very low instances of gang-related incidents within our city. It has been observed that, within Pembroke Pines, the ninth most populous municipality in Florida, there are quite a few gang members in residence among the city’s 151,000 people. However, these citizens take their gang-related activity and crime to other jurisdictions.

FUNDING

The Pembroke Pines Police Department’s Street Gang Intervention Program is financed through the police department budget. The two detectives assigned to the unit have other primary duties besides being made aware of all gang-related incidents, and participating in MAGTF activities. Costs for such a program are nominal and usually not of consequence to a police department budget. The biggest expenditures in the start-up of a Street Gang Intervention Program are formal training for those directly involved and overtime for enforcement operations.

OTHER INVOLVEMENT

Both the Code Enforcement Division and Public Services Department are involved with the program through the graffiti



Gang specialist Detective Bernie Kraemer ensures compliance with Pembroke Pines City ordinance requiring the immediate removal of graffiti by the business owner.

ordinance. Code Enforcement receives all graffiti reports from the police department and immediately checks to ensure compliance in the removal of graffiti by victims. The Public Services Department, if necessary, will paint over the graffiti at cost to the owner, if there is a lack of immediate compliance with the removal ordinance.

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LESSONS LEARNED

The extent to which your agency is proactive, visible, and aggressive in its response to gang-related activities will largely determine the success of this program. You should also ensure that the mayor and commission or council is supportive and helpful in terms of enacting municipal legislation to control and quickly eradicate graffiti.

The mayor should entrust the chief of police to determine the scale of response that is appropriate and necessary for a given municipality,

as public perception often drives police response to other than optimal levels. If your state does not have a statute that defines gang activity, such as the Florida Criminal Street Gang Prevention Act, efforts should be made to lobby the state legislature for this assistance. A city ordinance, which requires immediate clean up of graffiti is also an integral part of such an effort.



Mayor Rae Carole Armstrong

GANG RESISTANCE AND DRUG EDUCATION (G.R.A.D.E.)

The Plantation Police Department offers a Coral Springs Police Department developed program entitled Gang Resistance and Drug Education (G.R.A.D.E.) to school age children. Currently the program is offered to students in the fifth grade. The program consists of ten lessons, which are designed to educate children on such issues as self-esteem and conflict resolution with an emphasis on drug and gang awareness. Students must complete homework, follow all school rules and not be involved in any criminal activity while in the program. Once they successfully complete the program they participate in a graduation ceremony and receive completion certificates and t-shirts.

ESTABLISHED

The program was an offshoot of the Drug Awareness Resistance and Education (D.A.R.E.) program. The City of Plantation began teaching the D.A.R.E. program in 1991. In 2001 the D.A.R.E. program was replaced with the G.R.A.D.E. program. The G.R.A.D.E. program was selected for its added emphasis on gang awareness and its flexibility.

EFFECTIVENESS

The program's effectiveness is currently only measured by the number of students who actually graduate.

FUNDING

The program is financed strictly by the City of Plantation through the Plantation Police Department budget.

OTHER INVOLVEMENT

The Mayor's Office and the City Council are also involved. They attend the graduation ceremonies and provide funding for the program. The community is involved mainly through the participation of the schools and parents of the children in the program.

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GANG INTERVENTION UNIT

As part of its re-engineering process and to better position itself to fight the increase in gang-related crime occurring in the City of Providence, the Chief of Police formed a Gang Intervention Unit to deal with this issue head-on. The Gang Intervention Unit is under the command of a lieutenant and consists of: four plain clothes officers, a special agent from the Federal Bureau of Investigations (FBI), and an intelligence analyst from the Rhode Island National Guard.

The Unit created and maintains a computerized gang database. This database stores information such as pictures of known gang members, their nicknames, last known addresses, gang organizational charts, who their rivals and allies are, gang symbols, and timelines specific to known gangs in Providence that attribute murders, drive-by shootings and shots fired to that particular gang. This database is accessible to all sworn police officers within the department.

Due to the level of sophistication and the mobility of today's gangs, the department has adopted a regional approach to combat gang violence. The department is the lead agency of a northeast consortium that consists of police departments from Rhode Island, Massachusetts, Connecticut, Maine and New Hampshire.

Members of the Gang Invention Unit work closely with the school resource officers, the Gun Task Force, the school department, and present at community meetings informing the public as to the tendencies of known and suspected gangs operating in Providence. They also inform the public as to what is being done to stop gang violence and how they can help to take back their neighborhoods.



Mayor David N. Cicilline

The department has also partnered with the U.S. Attorney's Office for the District of Rhode Island, the Bureau of Alcohol, Tobacco and Firearms, the Attorney General's Office, the Rhode Island Training School, and numerous neighborhood crime watch groups throughout the city to combat gang violence.

ESTABLISHED

Formed in September 2003, the Gang Intervention Unit was created as part of a department-wide re-engineering process that significantly enhanced the Providence Police Department's ability to immediately detect and respond to the increased gang activity occurring in Providence.

EFFECTIVENESS

The department has successfully collected and analyzed existing statewide and Providence-based data sets to gain an understanding of the current gang problem. The department now has the capacity to identify a gang-related issue immediately and inform the various bureaus as to the gang's mode of operation and who they may retaliate against. This has created a strong intelligence network within the department.

In addition, information can readily be provided to the department's regional partners. This exchange of information quickly generates leads; therefore, crimes involving gangs are being solved at a much faster rate not only within Providence but with its regional partners.

FUNDING

The Gang Intervention Unit is financed primarily by the department's operating budget. In addition, the FBI assigned an agent and the Rhode Island National Guard provided an intelligence analyst to work in the unit. The FBI also provides surveillance equipment, cash for informants, and funding to conduct additional investigations.

A desktop computer to assist in creating informational databases, gang organizational flowcharts, and gang member posters for internal distribution was purchased using federal Project Safe Neighborhood Grant funds.

OTHER INVOLVEMENT

The Providence School Department, the Rhode Island Training School, the Street Workers Program, the Attorney General's Office, numerous local and regional police departments, and community groups provide assistance to the Gang Intervention Unit.

The school department encourages members of the Gang Intervention Unit to speak to students and discourage them from joining and/or associating with gangs. The Rhode Island Training School works closely with the police department by exchanging

information concerning the status of confirmed and potential gang members under their care. The Street Workers assist by intervening in potentially violent situations by offering mediation and conflict resolution services and helping prevent retaliation for gang-related violence by offering nonviolent solutions. The attorney general's office, through its Full Court Press Program, assists by targeting for prosecution the most dangerous in vulnerable neighborhoods. Through its local and regional partnerships, the Gang Intervention Unit exchanges information on gang members and shares intelligence as to possible gang-related activity with other police departments. At the request of the department's District Lieutenants, members of the Gang Unit will present at community meetings and explain how gangs recruit, how they are organized, their mode of operation, their color schemes, and what citizens can do to assist the police in combating them.

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LESSONS LEARNED

The law enforcement community, prosecutors, schools, and the local community must stand together and make an aggressive commitment to attack gang violence. This undivided commitment is needed because today's gangs are larger, better organized, highly advanced, very mobile and much more lethal than in the past. Today's gang problem is not a local or a jurisdictional problem but a regional problem; therefore, it is critical that a community adopt a regional approach to combat gang violence. In addition, there must be an open

exchange of information among a department's Patrol, Investigative, Youth, and Narcotics Divisions so when arrests are made any gang affiliations can be readily identified.

When formulating your gang intervention strategy it is critical that all stakeholders be represented and exhibit a strong commitment to provide whatever resources they have at their disposal. This total commitment is essential because fighting today's gang problem leaves no margin for error.

The Providence Police Department's Gun Task Force was created in response to the dramatic increase in shootings, homicides, and violent gun-related crime occurring in the city. After an extensive review, it was determined that many of these gun-related crimes were attributed to the increased gang presence in Providence and its neighboring cities and towns. The chief of police brought together federal, state, and community partners to adopt a zero tolerance policy concerning gun violence in Providence. A direct result of this policy was the formation of the Gun Task Force which greatly enhances the department's ability to investigate gun violence and enforce state and federal gun laws.

The Gun Task Force is under the command of a major and consists of a sergeant and four detectives. Task Force Members wear a specialized uniform that has become well known in the community and their primary mission is to stop gun-violence in Providence. They perform both short- and long-term investigations into illegal firearms possession and use, and manage caseloads involving illegal firearms trafficking especially by juveniles and young adults. The Task Force works closely with the Department's Patrol, Narcotics, Youth Services and Detectives Bureaus, along with the Gang Intervention Unit. The many successes of the Gun Task Force are attributed to the open channels of communication

experienced throughout the department that encourage the free exchange of intelligence information.

When an individual is arrested for a gun-related offense, a special agent from the Bureau of Alcohol, Tobacco, and Firearms (ATF) interrogates the individual. The ATF Special Agent makes an initial determination whether the case meets all the criteria to bring federal charges against the individual. The case is then referred to the U.S. Attorney's Office for the District of Rhode Island for a formal review to determine if the case can be prosecuted in federal court. The U.S. Immigration & Naturalization Service (INS) plays a critical

"This has a very sobering effect on each parolee and provides a warning that the Task Force is out there in full force."



Mayor David N. Cicilline

“Through aggressive and effective policing, the Gun Task Force has made a dramatic impact in reducing gun violence in Providence.”

role in determining if the arrested individual is an illegal alien and can be deported. The INS also informs the Task Force on previous arrested individuals who have re-entered the United States.

Another important aspect of this initiative is the periodic meetings that the Task Force partners hold that requires all eligible parolees to attend. These meetings are attended by representatives from the U.S. Attorney’s Office, the Departments of Correction and Parole, the Attorney General’s Office, and the police department. At each meeting, the state and federal gun laws are explained to each parolee, statistics are presented that show the number of cases that have been prosecuted, and the time being served by those found guilty of violating these guns laws. This has a very sobering effect on each parolee and provides a warning that the Task Force is out there in full force.

Through aggressive and effective policing, the Gun Task Force has made a dramatic impact in reducing gun violence in Providence by arresting people trading drugs for guns, participating in interstate gun and drug trafficking operations, and using straw buyers to obtain guns.

ESTABLISHED

In July 2003, the Gun Task Force began as a pilot initiative in response to the increase in gun violence and homicides in Providence. Due to the program’s dramatic impact in reducing gun violence, the Gun Task Force became a full-time operation and was formally recognized on the Department’s Table of Organization in September 2003.

EFFECTIVENESS

Under its ongoing re-engineering process, the Providence Police Department created a computerized crime analysis and mapping system called ProvStat. This system is similar to those used in Boston, Detroit, New Orleans and New York, and can readily track and record the effectiveness of the Task Force. ProvStat provides the department with statistics and crime maps by shift and time period. For example, crime statistics are presented by week, 28-day, and year-to-date totals compared to last year for the same time periods. In addition, area maps show where murders, robberies with a firearm, assaults with a firearm, shots fired, and gun arrests occurred within Providence. Since the Gun Task Force’s inception, murders are down 13%, robberies with a firearm are down 44%, assaults with a firearm are down 31%, and shots fired calls are down 45%.

The Gun Task Forces’ Activity Report database serves as a valuable process evaluation tool because it captures the nature of the charges, summarizes the incident, and provides quantifiable data such as: type and number of weapons seized, stolen motor vehicles recovered, type and quantity of drugs seized. This database is essential for completing quarterly progress reports as required to receive grant funding.

Task Force Members also participate in neighborhood Crime Watch meetings to explain their operation, tout their recent arrests, and obtain feedback as to citizen concerns.

As a result of ProvStat coupled with detailed activity reports and community input, the Gun Task Force can proactively target its resources to address the most problematic areas suffering from gun-related violence in the city.

FUNDING

The Gun Task Force is financed primarily by the department's operating budget. The Task Force also receives funding from a federal Project Safe Neighborhood initiative to cover the cost of: specialized trainings, additional patrols and manpower. The Project Safe Neighborhood initiative is administered by the Bureau of Justice Assistance within the U.S. Department of Justice.

OTHER INVOLVEMENT

The Rhode Island Training School, the Attorney General's Office, the Street Workers Program, the Curse Breakers and other community-based organizations provide assistance to the Gun Task Force.

The Rhode Island Training School works closely with the Gun Task Force by exchanging information concerning the status of confirmed and potential gang members under their care. The Attorney General's Office, through its Full Court Press Program, assists by targeting for prosecution the most dangerous in vulnerable neighborhoods. The Street Workers and the Curse Breakers serve as the Task Force's nexus to the local neighborhoods.

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LESSONS LEARNED

The law enforcement community, the political establishment, prosecutors, and local neighborhoods must staunchly commit to fight against gun violence taking over their streets. This can be accomplished by sharing intelligence information with all critical partners, keeping everyone involved and updated as to the Task Force's progress-to-date, and requesting input as to specific areas of concern.

In addition, the success of the Task Force requires a strong commitment from the Chief of Police in terms of providing state-of-the-art personal protective gear, the necessary technological tools

to access timely and accurate intelligence information, flexible work schedules, overtime pay, and specialized training so Task Force members can aggressively combat gun violence.

There must be a commitment to fund the Task Force so it can successfully accomplish its mission. Early in the process, the local community must be apprised that a Gun Task Force is being formed and its mission is to prevent and interdict neighborhood gun violence. This will alleviate any surprises the neighborhoods may have once the Task Force becomes operational.



Mayor David N. Cicilline

THE STREET WORKERS PROGRAM

The Street Workers Program teaches the principles of nonviolence and strives to instill in the community the philosophy of responding to potentially violent situations with nonviolent solutions. These principles are based on the Kingian Nonviolence Model, which is the philosophy and methodology developed by Dr. Martin Luther King, Jr. for reconciling conflict nonviolently.

The Street Workers are certified nonviolence trainers. They are dedicated advocates for young people at risk, helping them to negotiate the systems in which they interact. Street Workers intervene in potentially violent situations, offering mediation and conflict resolution services and help to prevent retaliation for community violence by offering nonviolent solutions. For example, Street Workers visit shooting scenes and emergency rooms in an effort to quickly stem-off retaliation. They also help mediate pressures between the police and the community. Street Workers offer school and community-based crisis intervention, mediation, and serve as mentors to at-risk youth. They provide support to young people as they identify their strengths and needs, and guide them as they craft solutions to their problems. Street Workers have developed a network of social service referrals and are available to provide assistance at all times to those in need.

In Providence, there are seven full-time (and one part-time) Street Workers who alternate shifts to ensure that services are available around the clock seven-days-a-week. Street Workers are assigned to specific gangs and to individual youths. The Providence Police Department and the Street Workers work in tandem to establish a dialogue with some of the most violent city combatants in real or perceived disputes. Street Workers appear in “full force” in times of crisis and in open disputes. By working all “hot-spots,” the Street

Workers are familiar with the feuding sides and are equipped to assist in particular cases.

The Street Workers spend their time in Providence’s most dangerous neighborhoods, emphasizing the futility of violence and attempting to serve as a conduit to meet critical needs such as employment, education and counseling referrals. The immediate task for the Street Workers after an incident of violence is to gain information.

The Street Workers work closely with the Mayor’s Office and its city partners by playing key roles in convening Teen Summits, city-wide athletic events, and after-school projects that offer outreach, intervention and mediation to young people in conflict. This past summer, the Street Workers conceptualized and recruited 27 young people to participate in a summer employment program called the Beloved Community Summer Jobs Program. This program offered the participants life skills and nonviolence training as well as paid employment at various businesses and organizations throughout Providence.

The Street Workers have also brought a ray of hope to community members and the less fortunate because many are ex-offenders and are now being hired to change their neighborhoods. They act as catalysts and have created a ripple effect among the neighborhoods so that people now feel empowered to engage in conflict mediation between youth.

ESTABLISHED

In August 2003, the Street Workers Program was launched in the City of Providence as a result of a particularly violent spate of shootings and homicides. The Street Workers have forged positive relationships with police, schools, families, social service groups, and most importantly, local youth.

EFFECTIVENESS

The program's effectiveness is evaluated by an in-depth review of quarterly programmatic and financial reports. The reports detail the program's progress in reaching its overall goals, objectives, community impact, and expenditures for a specific time period. For example, the reports provide the number of crisis interventions and mediations that occurred on school grounds and in the community in which the Street Workers were utilized. In addition, the Executive Director attends the weekly senior staff meeting at police headquarters to provide updates to recent incidents or potential areas of trouble or concern.

FUNDING

The Street Workers Program is financed by the federal Project Safe Neighborhood Initiative as administered by the Bureau of Justice Assistance within the U.S. Department of Justice. Other funding sources include: the Providence Mayor's Office, the Providence Police Department, and public and private donations.

OTHER INVOLVEMENT

The Mayor's Office, the Providence Police Department, the Providence School Department, Family Service of Rhode Island, the Providence Housing Authority, the business community, and numerous neighborhood and community-based organizations are involved in the program.

The Mayor's Office provides the needed commitment, strong leadership, and assists with funding to support the program. The Police Department welcomes the program's Executive Director at its weekly senior staff meetings where he can interact with the command staff regarding recent violent incidents and areas of concern. The School Department permits the Street Workers to work on campus so they can provide crisis intervention and mediation to prevent potential conflicts from occurring on school grounds. Through the Beloved Community Summer Jobs Program, the business community provided paid summer employment to 27 young people. As a result of the Street Workers' positive impact within Providence, they are now a trusted referral service for Family Services of Rhode Island, the Providence Housing Authority, the city's recreation centers, and other groups with violent and potentially violent youth.

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LESSONS LEARNED

The Street Workers Program requires strong linkages to the community, the police department, the school department, social service organizations, and most importantly, local youth. The program also requires a great deal of trust because Street Workers do not work for the police or any one agency. Street Workers are the only group apart from the police that is free to follow need and is not tied to specific programs or a pre-determined number of youth. They also serve a vital function by neutralizing and mediating conflicts, providing information to police, and helping youth find positive alternatives such as jobs and counseling services during their time of need.

In addition, it is important to monitor and follow up with the people who participate in mediation.

The Street Workers Program requires a strong commitment from city leaders, law enforcement, schools, local businesses and the community. There will be successes associated with the program; however, there will also be challenging times when the community will need to rely on its own linkages, establish trust in its partners, and demonstrate their commitment to young people to assist them through difficult times.



Mayor William J. Phelan

NEW HORIZONS FOR YOUTH PROGRAM

Currently in its fifth year, the New Horizons for Youth After-School Program at Point Webster Middle School (PWMS) in Quincy is a successful venture among the Quincy Police Department, school administration and teachers, local businesses, parents, and other community members to give students a safe, educational, and fun after-school environment. During the 2004-2005 academic year, New Horizons expects to serve more than 260 fifth, sixth, seventh, and eighth graders—nearly 70% of the total school population.

The goals of the New Horizons for Youth After-School Program are:

- To increase participation in after-school programs at Point Webster Middle School. To increase children's academic skills, and help children develop new interests, and view police officers in the building as a helpful resource;
- To reduce delinquent behavior outside the school day and behavior problems during the school day by reaching out and serving the most at-risk students in addition to the general population; and,
- To increase community support for the New Horizons for Youth Program through publicity, developing new partnerships, and continuing strong relationships the program has with current partners.

The New Horizons for Youth Program is open to all Point Webster Middle School students from 2:30-4:30 p.m., Monday through Thursday (except for two early release days each month). A wide variety of activities are offered to students, including the following: Art Club, Candy Making, Math Bowling, Everyday Math, Cooking, Drawing, Video Club, Everything Disney, Sewing, Faxon Park Explorers, Robotics, Cake Decorating, Arts/Crafts, Drama, Exercise, Anderson's Bike Club, and Ginger Betty's Cooking Class.

The New Horizons for Youth Program also offers students special field trips through the Quincy Police Department, including ride-a-longs, a boat ride around Quincy Harbor on the police department's boat, and other exciting activities.

In order to most effectively prevent gang-involvement by students now and in the future, the Quincy Community Police work with those students identified as the most at-risk by school counselors, teachers and parents through its mentoring program. Community Police Officers involved in the mentoring program work with a total of 25-30 students each year (approximately 7-10 students per officer), helping to design and implement specific activities for each student; working with school staff to monitor their performance; helping them to sign up for New Horizon activities; planning special incentives to reward them for their participation and/or progress; and meeting with each child weekly after school to check on the student's homework, attendance and behavior. Community Police Officers have even called home to see how they can better help students and have visited students during the school day to see how they are performing in class.

The mentoring program within the New Horizons for Youth initiative has been a great success with students. It has helped many, both those mentored by Community Police Officers and those who participate in police-run after school activities, to develop a more positive attitude towards police. In addition,

students involved in the mentoring program often stated how much they enjoyed it; many who participated in the program all through their three years of middle school were disappointed that the program would not continue when they moved on to high school. As a result of police involvement in the New Horizons program, communication among school staff and administrators, parents, and the neighborhood have improved.

It is also the hope of New Horizons for Youth staff and police that by reaching youth at an early age and filling their after school time with positive experiences and giving them a sense of responsibility, these values will stay with them through their adult life.

Council; and other local school/community partnerships who offered insight, planning and implementation of Quincy's after school programs.

In its research, the Task Force found that more than 68% of Quincy's youth who entered the Quincy Police Department's Juvenile Tracking System in the last few years committed their offenses between 2:30 p.m. and 6:30 p.m.

To address these concerns and to take an active stance on crime, violence, delinquency and gang prevention, Point Webster Middle School and members of the Quincy Community Police Department created the New Horizons for Youth Program. Since

“Students involved in the mentoring program often stated how much they enjoyed it.”

ESTABLISHED

Four years ago, Quincy was faced with a growing juvenile crime rate and PWMS was rated among the lowest third in MCAS scores. Of the nine neighborhoods in Quincy, youth from Quincy Point (where Point Webster Middle School is located) accounted for 25% of juvenile offenses committed during the 1999-2000 academic year.

Since that time, Quincy has also experienced a surge in real estate prices both in home ownership and rentals. Because of the high cost of housing in Quincy and day care, many parents are not able to be at home in the afternoons when their kids return from school. A 1999 survey of 2,192 Quincy middle school students revealed that 46% to 62% of kids 10-14 years old went home after school to an empty house or one without adult supervision.

As a result, in 2001 the Quincy Police Department and the Quincy Public Schools created the After-School Task Force to study the need for extended day programs for Quincy's children. The After-School Task Force included members from the South Shore YMCA; Bay State Community Services; the Executive Director of the Mayor's Commission on the Family; the Citywide Parents

its creation in 2001, the number of students served has nearly tripled and the Quincy Community Police now play an integral role in the Point Webster family, helping to teach cooking classes, monitor the homework center, organize and chaperone field trips, sponsor police ride-a-longs, make home visits, supply food baskets to needy families during the holidays, and faithfully mentor 25 at-risk students each year.

EFFECTIVENESS

For each of its goals, the New Horizons for Youth Program uses a set of quantitative and qualitative tools to evaluate program effectiveness.

Goal 1: Increase participation in after-school programs at Point Webster Middle School.

To gauge attendance, each after-school activity has a sign-up sheet and daily attendance sheet that are collected by the site coordinator. These records help New Horizons staff (including police) to plan future activities with regular evaluation of attendance and anecdotal feedback from students.



Goal 2: Increase academic skills, help children develop new interests, and help them view the police officers in the building as a helpful resource.

Students' academic skills are measured using a variety of tools, including attendance, performance rates (passing/failing), office referral, and Massachusetts Comprehensive Assessment System scores. Student's response to police officers is measured by their interest and participation in police-run activities and in entrance and exit surveys distributed in the winter and summer. Parents are also asked to evaluate the New Horizons program through surveys.

Goal 3: Reduce delinquent behavior outside the school and behavior problems during the school day by reaching out and serving the most at-risk students in addition to the general population.

Behavior problems during the day are measured by the number of office referrals, detentions and suspensions individual students receive during the school year. Measures of delinquencies outside the school include the number of Quincy Point students entering

the Quincy Police's Juvenile Tracking System and the number of complaints to the police department regarding youth in the Quincy Point area. For those students who are identified as the most at-risk, individual data will be collected by Community Police Officers and teachers related to detentions, office referrals, suspensions and contact with the police outside of school.

Goal 4: To increase community support for the New Horizons for Youth Program.

Point Webster Middle School and the New Horizons for Youth Program have been very successful in developing partnerships with area businesses, including Roche Bros. Supermarkets, National Association of Government Employees (NAGE), Ginger Betty's Bakery, the South Shore YMCA, and others. In the future, New Horizons will continue to seek out partnerships and collaborations that will lead to more educational opportunities for Point Webster students.

FUNDING

The New Horizons for Youth Program at Point Webster is funded primarily through the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program for New Horizons for Youth.

OTHER INVOLVEMENT

The New Horizons Youth Program and Point Webster Middle School are fortunate to have strong relationships with members of the larger Quincy community. Over the last four years, the Quincy Community Police Officers involved in New Horizons have become an integral part of Point Webster Middle School through their work mentoring needy, at-risk students, teaching classes, and being involved in many of the aspects of the New Horizons After-School Program.

In addition, New Horizons has a longstanding partnership with the National Association of Government Employees (NAGE), allowing students in the video club to use NAGE's state-of-the-art television studio to write and produce their own television programs. Roche Bros. Supermarkets in Quincy also works with New Horizons in its Parents in Partnership (PIP) Math Program by holding a Math Day at its store for parents and students and sponsoring Point Webster Middle School's Honors Banquet.

Other organizations work directly with students in a classroom setting. Examples include the Quincy Municipal Credit Union which offers math classes, Dependable Cleaners which teaches

a sewing class in the fall, Ginger's Betty's bakery that will teach a math-related cooking class this year, Anderson Bike which works with the Community Police to offer safe biking classes, and St. Joseph's which offers students in the New Horizons program free dance passes.

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LESSONS LEARNED

For a program similar to the New Horizons for Youth initiative to be successful, it is essential for there to be a collaborative, team environment existing among Community Police, school teachers and administrators, parents and other community members in order to best serve youth in a holistic manner. Teachers are instrumental in identifying those kids that are struggling with behavioral, academic, or social issues that Community Police are better able to recruit these kids for the New Horizons program at an earlier stage in the academic year.

New Horizons for Youth would recommend that police departments interested in implementing a similar program meet with school staff

and administrators to explain the program and to ascertain ideas and suggestions from the group. These meetings should be held continuously throughout the year to ensure a collaborative effort.

Students and parents should also be approached (i.e., focus groups, formal or informal surveys) to ensure that programs offered will interest both children and parents. It is also important for police to be accessible to parents and teachers at all times; it may be helpful for police to attend PTO meetings or offer parents and teachers a phone number where police can be reached when they are not at school.



Mayor Irma L. Anderson

WEST CONTRA COSTA COUNTY SOUTHEAST ASIAN YOUTH TASK FORCE

The Richmond Police Department recognizes the importance of early and effective intervention to prevent juvenile crime. Because gang violence poses a threat to so many facets of our society, we have enlisted the cooperation of all of those stakeholders. It is understood that law enforcement officers have a very specific role in dealing with gang members and their crimes. However, law enforcement officers are heavily dependent on many other groups to help impact the root causes of gang activity. The collaborative approach to solving the issues of gang violence is the most effective.

Asian Pacific Psychological Services (APPS) is the fiscal agent for the West Contra Costa County Southeast Asian Youth Task Force (hereafter, the Task Force), a coalition of youth service providers, law enforcement, probation, community organizations, community leaders, concerned parents, youth, and community volunteers, local elected officials and the County Supervisor. The Task Force began meeting in March 2003, with a mission to assess and address the needs of at-risk Southeast Asian youth living in West Contra Costa County, California. A central issue facing Southeast Asian youth in West County is the widespread use of alcohol, tobacco and other drugs. Unfortunately, this community has never compiled relevant data through a needs assessment that could clarify community prevention efforts. The goals of the program are to identify gaps in understanding of substance use and abuse among Southeast Asian youth in West County and increase community readiness for prevention efforts. To achieve these goals, we implemented the following strategies:

- 1) Conduct a needs assessment of drug use and drug related issues Southeast Asian youth in West Contra Costa County, including the four Government Performance and Results Act measures, and develop a system for sharing data;
- 2) Develop community readiness for prevention efforts through community mobilization around awareness and prevention of drug use, youth and community forums and increased media coverage, and development of a community-based drug prevention plan; and,
- 3) Build coalition capacity through development and maintenance of multi-sector membership, development of proposals for prevention efforts based on the needs assessment and prevention plan, and strategic planning.

ESTABLISHED

On October 13, 2003, a Khmu youth and her father were shot through the door of their home in Richmond, California, by members of a Southeast Asian youth gang, the “Sons of Death” (SOD). While the father survived the incident with a leg injury, his daughter, Chan, died at the scene, killed by a bullet that struck her head, one of over a dozen shots that came through the front

door, a tragic loss to the Laotian community. Chan was an honor student at the elite Middle College High School, and an active leader in an Asian Pacific Environmental Network (APEN) youth activist group (Asian Youth Activists). Her father works for APPS as a family partner for Khmu and Lao families enrolled in our wraparound program.

Youth held on suspicion of involvement in Chan's death were ethnic Southeast Asians and Pacific Islanders—Vietnamese, Mien, Lao and Samoan—all members of SOD. Chan's brother was reportedly associated with the Khmu-centered youth gang, Color of Blood (COB), and was the likely intended target. Because of the stereotypes surrounding these gang identities—one associated with Mien and the other Khmu youth—the community has weathered a period of fear, distrust and rumor pitting Mien and Khmu against each other. Many of our youth and parents feared that they may be targeted, either intentionally or again by accident. Parents and elders were sleeping on the floors of their homes, instead of in their beds, in case retaliation occurred. Young people, whether or not they are involved in a gang, were afraid they may also become an innocent victim, or victim of mistaken identity.

Since Chan's death, there has been a heightened interest in developing community-level responses to the issues raised by this incident. Specifically, there is broad agreement that too many Southeast Asian youth end up involved in gangs, in the juvenile justice system, and victims of youth violence. This, in no small measure, reflects a shortage of programs and strategies to address youth issues in the Richmond/San Pablo community. A remarkable amount of energy and interest has arisen in the community from this tragedy, and we are working to sustain a community effort in healing the many wounds it has brought into such clear relief. Chan's death has become a catalyst for the next stage: a coherent strategy to develop and implement a system of care model for at-risk and in-system Southeast Asian youth.

West Contra Costa County has a high percentage (18%) of Asian residents. From 1980 to 2002, the county as a whole has seen three-fold growth from 4,500 to 104,000 Asian residents. Almost all of this growth is due to resettlement of Southeast Asian refugees, primarily from Laos. Of the refugees, over 80% are from the war-torn countries of Southeast Asia. The majority of these immigrants and refugees settled in the communities of Richmond and San Pablo in West Contra Costa County (1994 Contra Costa

County Profile of Immigrants and Refugees). Before they arrived in the United States, most lived from months to years in refugee resettlement camps. The impacts of forced migration combined with limited economic and social opportunities upon arrival made successful adaptation to life in the United States a considerable challenge. As one of the largest and highest-need client populations served by members of the collaborative, Southeast Asian (lowland Lao, Mien, Khmu, Taidam, Leu, Thai, Cambodian and Vietnamese) families living in Contra Costa County struggle with the many impacts of their limited English abilities, lack of education and training in applicable skills, persistent low-income status and isolation in poor and crime-ridden neighborhoods, all of which impact negatively their ability to support or achieve the wellness of their families.

Peer influences are a major risk factor for Southeast Asian youth living in West Contra Costa County. Gang affiliation is a big part of the many problems Southeast Asian youth face, as many have tended to find their transition to American culture via gang membership. In West Contra Costa County, two Southeast Asian-founded gangs – Sons of Death (SOD) and Color of Blood (COB) have flourished to see 2nd, 3rd, even 4th generations. SOD has grown from a largely-Mien membership to include other Laotian youth, Vietnamese, Pacific Islander, and other youth, and has chapters in Fairfield, CA, and Portland, OR. COB, originally a Khmu youth gang, now has African-American members. Contra Costa County Probation estimates that, on any given day, there are approximately 40 Southeast Asian youth under some form of probationary supervision from West Contra Costa County, most with gang affiliation, with another 25 or so awaiting court proceedings likely to find them also on probation. From 2000-2003, 26 Southeast Asian youth from West County were sent to Byron Boys' Ranch, some multiple times; 13 Southeast Asian youth from West County were sent to the California Youth Authority during the same period, not including those who committed crimes and were convicted out of county or youth ages 16-18 who were tried as adults. Hence these numbers are likely low estimates. According to local police, Southeast Asian youth gangs are not involved in drug trafficking to any great extent. However, their other illegal activities (mostly extortion and robbery) are funding use of marijuana, alcohol, and rapidly growing use of methamphetamine, often supplied by other gangs and brought in from sources such as Stockton and Antioch.

Law enforcement feels that, while there are overall fewer gangs and gang members, those remaining are more violent than before. Increasingly easier access to guns is at the heart of this pattern

In immigrant and refugee Southeast Asian communities in Contra Costa County, the “next generation” of Southeast Asian Americans are troubled. Living in neighborhoods characterized by high degrees of violence and multiple social and economic challenges, and confronted almost daily with gang influences, alcohol and other drug consumption, Southeast Asian youth exhibit poor school performance and attendance, high rates of teen pregnancy, high rates of sexually transmitted infections, disproportional representation in the juvenile justice system, and a host of other issues that curtail their abilities to succeed in life. These issues can be seen as part of a complex web of problematic behaviors and indicators, including mental health problems, family issues, substance abuse, and barriers to education and work.

At the same time that families struggle to preserve the way of life to which they are accustomed, acculturative changes in family structure have given rise to new forms of family conflict. Children of low-income refugee and immigrant families face the early years of elementary school with considerable barriers. Rarely hearing English at home, typically not enrolled in pre-school programs, with few mentors or role models to guide their academic and social development, these children too often begin their schooling without the support and encouragement they need to grow. Southeast Asian youth are raised in non-English speaking households by parents who live with the traumatic effects of war and, in the case of Cambodian refugee families, genocide. Hence, in addition to adjusting to the pressures of adolescence, refugee children and youth often assume major family responsibilities. Those who can speak English often act as liaisons between their parents and institutions like the police, schools, and social services. The responsibilities of handling adult situations may be beyond their emotional, linguistic, and social capabilities. Such a role inversion can potentially create conflict within families, as parents may come to rely on their children for assistance in navigating fragmented social and public services systems. Acculturated children assert their independence, adopt more Western values and may not wish to abide by the cultural roles, duties, and responsibilities prescribed by their parents’ cultures.

Parents who struggle to understand the English language and mainstream American values often come to rely on their children as brokers of culture and language, and become frustrated, concerned and, at times, humiliated that they cannot maintain their traditional roles as caregivers and authority figures. Because of their limited English abilities, parents often have trouble finding and retaining work. Parents who do find work frequently work multiple jobs or overtime, often both parents, to meet the economic needs of their families, leaving little time for providing a supportive and nurturing environment for children. Consequently, communication between Southeast Asian refugee parents and their children grows more and more difficult or breaks down altogether, leaving many families divided by generation in language, culture and experience. As a result, Southeast Asian youth frequently face numerous challenges as they transition from adolescence to adulthood. They often find themselves without the crucial educational and career support necessary for future success, and struggle to balance bicultural identities and maintain ties to traditional cultural values while participating in American urban culture. Children and youth coming from families with many conflicts and without any place or anybody to go to for help may become vulnerable to physical and emotional distress that places them at greater risk for delinquency and behavioral health problems.

Beyond the family, children of refugee parents live in neighborhoods characterized by high degrees of ambient violence and multiple social and economic challenges. Today, many Southeast Asian families reside in some of the worst inner-city neighborhoods, often at or below the poverty line. As communities, they face high risks for alcohol and other drug (AOD) use/abuse, mental health issues such as depression and post-traumatic stress disorder (PTSD), as well as family and community violence. Youth living in families coping with the many issues associated with poverty, mental illness, substance abuse, low-literacy and under-employment have limited opportunities to move out of their violence-prone neighborhoods. Confronted almost daily with gang influences, alcohol and other drug consumption, Southeast Asian youth frequently exhibit poor school performance (e.g., poor literacy skills, low graduation rates, low college enrollments, poor test scores, truancy, etc.), high rates of teen pregnancy, high rates

of sexually transmitted infections (STIs), and a host of other issues that curtail their abilities to succeed in life. These youth become increasingly likely to drop out of school or join gangs. If they graduate, it is with rudimentary language and social skills and capital, and they usually find themselves competing for low-paying jobs or unemployed. The stress these pressures potentially place on youth also often put them at great risk for juvenile misconduct.

EFFECTIVENESS

The most significant result of the Task Force is a renewed confidence in the police department from the South East Asian community. The relationships and connections which have begun as a result of our meetings capture the essence of community policing. True, honest dialogue now exists about the realities of the criminal justice system and the police department's dependence on community support to do our jobs. Since Chan's homicide, over one year ago, there have been no killings of SOD or COB Gang members. Aggressive enforcement of probation clauses and directed patrol from the police department has prevented retaliatory shootings.

Southeast Asian youth are no strangers to California's criminal justice system. Between 1990 and 1991, Mien and Lao youth had the highest ratio of commitment to the California Youth Authority for all of California's ethnic groups (Waters and Cohen, 1993). During the mid-1990s, Mien, Lao, and Khmu youth accounted for 10% of the Probation Department's juvenile caseload in West Contra Costa County, even though these ethnic groups make up only 2% of this county's total population. In Alameda County during this same period, Mien, Laotian, and Cambodian youth made up 25% of the Juvenile Probation Day School population. 67% of all incarcerated Asian youth in California are Southeast Asian, though Southeast Asians comprise only 17% of the total Asian population (California Youth Authority, 1996). While the total number of felony property arrests went up 8% during this period, Asian youths experienced a 36% increase, the largest increase in felony property arrests for any specific race. (API Youth Violence Prevention Center, 2001). Within two months of the Juvenile Drug Court Program implementation in West Contra Costa County, 60% of program participants were Asian youth, and 90% of this group were Mien, Lao, and Khmu. According to the Alameda County Juvenile Probation Department, felony drug charges for Laotian youth jumped 700%

between 1991 and 2000. Arrest statistics for Asian females also increased dramatically by 680% (Le, Arifuku, Louie, et al., 2001).

FUNDING

Several federal and state grants were awarded to the Task Force. The fiscal agent and grant holder is the non-profit business, Asian Pacific Psychological Services. A federal grant of approximately \$200,000 over three years pays the salary for the project coordinator and operating expenses. Donations have been received from a wide range of people and businesses. Recently, \$37,000 was donated from eight local businesses to fund a summit on gang violence at Contra Costa College. The Task Force also relies on meeting halls and conference locations to be donated.

OTHER INVOLVEMENT

The Task Force coalition is composed of members who come from multiple sectors of the community: youth service providers, law enforcement, County Probation, community organizations, community and faith-based leaders, concerned parents, youth and volunteers, local elected officials and the County Supervisor. Discussion of who is invited to attend/join the coalition is conducted regularly and coalition members are encouraged to invite people to attend future meetings directly. Evaluations of the initial meetings were conducted and results compiled to help gain feedback regarding the direction and goals of the Task Force and to identify priority issues. Central shared concerns have included substance abuse, gang involvement, family issues including generational and cultural gaps between parents and youth, a lack and loss of culturally competent programs and services in the community in an environment of diminishing resources to fund them, and community politics that have historically made addressing these issues difficult. Community politics emerged as a challenge at various points during our first year, but we have found meeting in the relatively neutral political space provided by the County Supervisor a significant tool for coping with these issues as they emerge. The Task Force also has been committed to inclusion of the Southeast Asian community in decision-making, and connections with the Lao Community Council and other community leaders has allowed the Task Force to address community politics through another body. Many of our core Task Force members are Laotian community leaders in their own right, serving as liaisons between the Task Force and the Lao Community Council. These

connections have been critical to the building of our efforts. The Task Force is also committed to including youth, although this commitment has been the most difficult to fulfill in practical terms. We have assembled a working youth advisory and planning body, which connects to the Task Force through the Youth Participation Committee, and which is headed by a youth leader. We feel we are well prepared for the next steps of formalizing our governance through by-laws, and professionalizing our organizational structure towards the establishment of a coalition as the Task Force's next step.

Asian Pacific Psychological Services (APPS), the lead agency, is a nonprofit community-based organization with a history of providing culturally and linguistically competent behavioral health services to the Asian Pacific community and in particular, disadvantaged immigrant and refugee families who otherwise have limited or no access to services and programs. APPS strives to promote the health and wellness of the community in order to foster positive child and youth development, strengthen individuals and families, and to improve the overall public health. Asian Pacific Psychological Services (APPS) is dedicated to enhancing the quality of life for historically underserved Asian and Pacific Islander communities. We offer programs, services and expertise that are sensitive to the languages, cultures, and experiences of our clients.

Since its inception in 1996, APPS has created programs in Alameda and Contra Costa Counties that are culturally competent. The agency currently provides services by a multicultural, multilingual, and multidisciplinary team of psychiatrists, psychologists, clinical social workers and other mental health professionals and para-professionals in 11 Asian languages and dialects. APPS serves 500 individual clients, generating 10,000 hours of clinical service annually. Our core programs are: Children/Youth Mental Health Service, Adult Mental Health Service, and Substance Abuse Treatment/Prevention Program for Asian Youth and their Families. APPS also provides domestic violence counseling, targeted truancy case management, and a Juvenile Drug Court Program. We have developed and maintained strong effective partnerships with many county agencies, community-based organizations, and service providers. Our Youth Violence Prevention efforts involve active participation in the West Contra

Costa County Youth Task Force (Contra Costa County), including staff facilitation at meetings and coordination of activities, and the API Youth Violence Prevention Center (Alameda County), and in county youth service provider networks. The agency is a key player in various collaborative efforts to address the prevalent mental health, substance abuse, and juvenile justice issues in the Asian Pacific community. APPS is also involved in collaborative efforts with four Healthy Start program sites, increasing health and social services available to indigent and disadvantaged families. APPS is in its third and final year of a California Endowment-funded special initiative in mental health access project in partnership with county primary care health care clinics.

LAO FAMILY COMMUNITY DEVELOPMENT, INC., (LFCD) has been providing social services, translation, information and referrals to Southeast Asian refugee families since their earliest arrivals in Alameda and Contra Costa Counties in 1980. Early programs for youth included leadership development, employment assistance and after-school tutoring. Today, LFCD has expanded to support a staff of over 50 individuals of diverse ethnic and cultural backgrounds, bilingual in Lao, Mien, Khmu, Tai Dam, Thai, Vietnamese, Cambodian, Cantonese, Mandarin, Bosnian, Spanish, Arabic, Urdu, Pashtu, Farsi, and Russian/Ukrainian. LFCD's Board of Directors is also representative of the cultural groups and geographic areas served. The mission of Lao Family Community Development, Inc. (LFCD) is to assist members of Southeast Asian refugee and immigrant communities, as well as other low-income, limited-English-speaking refugees and immigrants, to adapt to life in the United States and to achieve social and economic self-sufficiency. LFCD aims to inspire individuals to set goals, utilize their imaginations, and believe in themselves.

Since 1984, OPPORTUNITY WEST, a non-profit community-based organization, has mobilized the time, talent and resources among residents, parents, volunteers, and community and business leaders to address the socio-economic challenges that impact the quality of life and business vitality in West County. Opportunity West manages demonstration projects for homeless and runaway youth, gang-involved youth, and youth involved with the juvenile justice system. As part of Safe Futures, an initiative funded by the Office of Juvenile Justice and Delinquency Prevention (OJJDP), Opportunity West participated in locally-based

programs that seek to prevent and reduce delinquency and victimization by intervening when children and teens encountered problems in multiple domains. Opportunity West also runs an Emergency Shelter for homeless teens, and a Teenage Resource Center, a drop-in center for street youth. Opportunity West has also been actively involved in the West Contra Costa County Southeast Asian Youth Task Force, and in community efforts related to violence among and between Southeast Asian youth living in West Contra Costa County.

UNITED LAOTIAN COMMUNITY DEVELOPMENT, INC. (ULCD), is a non-profit community-based organization founded by concerned community activists in 1994 to initiate community organizing, assess community needs, and develop programs and services for assisting Laotians in overcoming social, cultural and economic barriers toward greater independence and self-sufficiency in Alameda and Contra Costa Counties. ULCD has had programs addressing employment training,

English as a second language, and a California Endowment-funded Seniors Project in partnership with Lao Senior Association. Additionally, ULCD has had programs that address the needs of Southeast Asian youth, including the Asian Family-School Partnership Project, which works with schools, teachers, parents and students to promote positive relationships. ULCD's new Executive Director, Phaeng Toommaly Andersen, brings additional experience with youth, having worked as a youth leader and counselor for Youth Together, the Richmond Youth Project, and the International Institute of the East Bay, as well as administering the Latino-Southeast Asian Peace Action (LSAPA) Project for the West Contra Costa County Unified School District. ULCD has been involved in organizing community responses to youth violence, including activities in the community and in area schools following Chan Boonkeut's murder, and in the West Contra Costa County Southeast Asian Youth Task Force.

LESSONS LEARNED

Select a chairperson carefully, realizing that personal agendas, petty jealousies and past involvement in local issues may alienate possible stakeholders from participating. Law enforcement should not be tasked with leading the Task Force because it may prevent potential clients from soliciting resources from the program.

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Mayor Robert J. Duffy

PATHWAYS TO PEACE

Pathways to Peace is a street level outreach team that establishes a rapport with Rochester's violent youth and gangs, assesses their needs and situation, and then links them to resources to prevent youth and gang violence. Pathways uses both traditional and non-traditional intervention and is deemed necessary for the survival of our youth.

The goal of Pathways to Peace is to reduce youth/gang violence in Rochester by working closely with all available community resources, including schools, families, law enforcement, human service agencies and faith-based organizations to improve overall public safety and quality of life.

Other services of Pathways to Peace include dispute mediation, professional, youth and community training/education, gang mapping/tracking and youth violence/gang consultation.

ESTABLISHED

Pathways to Peace was created in 1998 as a response to the growth of serious violence involving youth in Rochester. Pathways was created to be a street level intervention component of a multi-strategic initiative. The purpose of Pathways is to link violent and gang affiliated youth to resources that will support positive life changes and help decrease youth violence.



Senior Youth Intervention Specialist Victor Saunders speaks to youth at a high school basketball game. High school sporting events are sometimes the site of violent youth conflicts. These venues also allow Youth Intervention Specialists the opportunity to touch bases with many youth.

EFFECTIVENESS

Pathways to Peace measures the number of youth referred for services, youth linked to resources, and recidivism of violence. There are other demographic data that are collected, but the main measure of Pathways to Peace is the number of youth served and the reduction of youth violence.

FUNDING

A portion of the Mayor's Office Budget finances Pathways to Peace. Pathways also receives Weed and Seed and Local Law Enforcement Block Grant funding to support a position and special programs.



Youth Intervention Specialist Stephen Huston checks on a client's progress at the bus stop.

OTHER INVOLVEMENT

Pathways to Peace is a bridge between violent and gang youth and community resources. Pathways staff links youth to those resources. Some participating agencies are the Urban League of Rochester, The Center for Dispute Settlement, The Center for Youth Services and many others. Pathways works with local law enforcement, especially School Resource Officers to identify gang and violent youth. Pathways works with probation to make sure youth have adequate support to successfully follow through with intervention plans.

Community-based organizations and businesses provide the services and opportunities for our clients. The community gets involved by referring youth to Pathways to Peace. Agencies and the community also participate in trainings facilitated by Pathways. Pathways accepts referrals from anyone. The whole community plays an important role in helping us reach the youth who need us the most.

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LESSONS LEARNED

Major lessons learned from Pathways to Peace are to not overextend your team and take on responsibilities that compromise the quality of the service you provide. New and non-traditional programs and ideas are not immediately accepted or appreciated by everyone, so it is important to focus on your mission, be patient and allow your good works to validate your existence. Frequent training is very important because crime and gang trends change quickly and it is important to be aware of those changes so the appropriate

program adjustments can be made. Free and open communication is important, especially between a program such as Pathways and the police. Understand that suppression and intervention are very different, and both need to respect the other. When both approaches learn to appreciate each other, they compliment one another very well. This is when creative strategies are able to be implemented and work effectively.



Mayor Robert J. Duffy

CEASE-FIRE

Rochester's policing initiative to prevent gang violence is called Cease-Fire. Cease-Fire is an inter-agency and community effort to reduce homicides by focusing on gangs. Cease-Fire focuses on homicides committed by gang members. The strategy is to go after the suspect as well as the entire gang.

ESTABLISHED

Cease-Fire was originally created in 1998 as part of Rochester's Youth Violence Initiative. This initiative was an effort to reduce youth violence and gang activity.

EFFECTIVENESS

The program's effectiveness is measured by the decrease in gang related homicides; especially among African-American men between the ages of 16-30.

FUNDING

With the exception of consultation fees supported by Weed and Seed, Cease-Fire is a community strategy that is supported by each agency's general operating budget.

OTHER INVOLVEMENT

Cease-Fire is a partnership between the Mayor's Office, Pathways to Peace, Rochester Police Department, Monroe County District Attorney's Office, Monroe County Probation, New York State Parole, United State Attorney, community leaders, defense attorneys and professors from Rochester Institute of Technology and Harvard University.

Cease-Fire operates by gathering intelligence on gangs, their alliances, enemies, activities, location, membership and criminal records/police contacts of those members.



Youth Intervention Specialist Beverly Jackson Facilitates a group for young ladies with a history of violent behavior.

If there is a homicide committed by anyone associated with any gang, law enforcement focuses suppression efforts on the people involved in the homicide as well as all members of the gang.

A “Call-In” is convened for all gang members outside of the “focus” gang who are on probation or parole. The Call-In is convened in a Monroe County Court Room and overseen by the Supervising Monroe County Supreme Court Judge. The judge takes attendance, and any gang member not present is issued an arrest warrant on the spot.

A Rochester Police Lieutenant informs the attendees as to why they are at the Call-In. The attendees then listen to speakers representing the community and law enforcement. The focus gang is highlighted for their crime and the consequences that followed. The message is simple; if you kill someone, you and your friends will realize a similar fate as the highlighted gang. “This is not business as usual. There is zero tolerance for homicides in this

community.” The attendees are instructed to go back to their neighborhoods and share this information with their friends and associates.

The Call-In ends with the dismissal of all speakers. Then members of the Mayor’s Pathways to Peace Initiative (Rochester’s youth violence and gang outreach and intervention team) establish rapport with the attendees, validate the message they heard, and offer their services, to assist them with exploring and realizing alternatives to violence and crime.

The Cease-Fire team meets bi-weekly to discuss law enforcement efforts, homicides and gang activity. Call-Ins occur in response to gang-related homicides.



Youth Intervention Specialists Stephen Huston and Tony Alvarez catch up with clients downtown after school.

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LESSONS LEARNED

Major lessons learned from Pathways to Peace are to not overextend your team and take on responsibilities that compromise the quality of the service you provide. New and non-traditional programs and ideas are not immediately accepted or appreciated by everyone, so it is important to focus on your mission, be patient and allow your good works to validate your existence. Frequent training is very important because crime and gang trends change quickly and it is important to be aware of those changes so the appropriate

program adjustments can be made. Free and open communication is important, especially between a program such as Pathways and the police. Understand that suppression and intervention are very different, and both need to respect the other. When both approaches learn to appreciate each other, they compliment one another very well. This is when creative strategies are able to be implemented and work effectively.



Mayor Lawrence J. Morrissey

GANG INVESTIGATION UNIT

The core of the City of Rockford policing program in response to gang violence via intervention rests with our Gang Investigation Unit. Investigations by trained gang violence investigators are critical in formulating any response to this problem. The gang unit provides the intelligence information such as gang identity and affiliations, member names, specific crime involvement, colors, vehicles and associates.

The turning point in Rockford's response came after the 1993 shooting of a Rockford Police Officer while sitting in her squad car writing reports. A Black Gangster Disciple gang member was convicted of the shooting which was meant to make a statement as to who was in control of the neighborhood where the shooting took place. The Rockford community was outraged and intervention action against gang violence was demanded from all segments of the population.

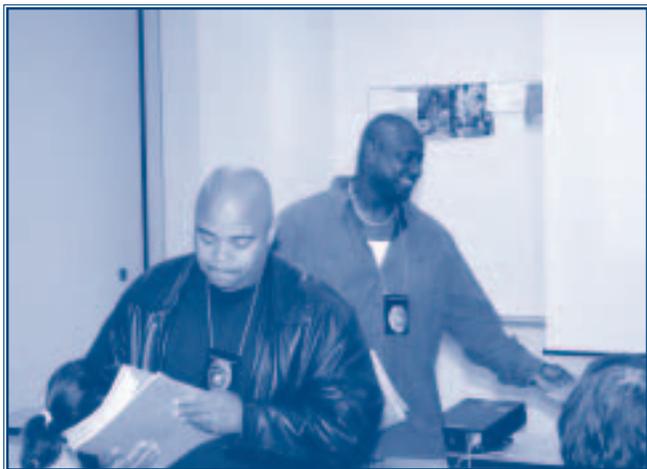
The unit, initially staffed by a single investigator with assorted other investigative duties, was forced to grow in direct response to a surge in gang related criminal activity in the early 1990's, especially in the areas of narcotic sales and gun violence. The Gang Investigation Unit is now staffed with one sergeant and five investigators who concentrate on gang criminal activity and intervention.

Investigators of this unit are assigned to specific high schools and the feeder middle schools from which a large percentage of the high school students have come. The majority of the school involvement is in training administrators in gang recognition and methods to handle gang influence within the school. The investigators also support the School Liaison Unit personnel assigned to each of the middle and high

schools. School Liaison Unit personnel are the "hands on" people dealing with the day to day gang issues in the schools, while the Gang Investigations Unit concentrates more in the area of street level criminal activity.

Of course no single police program will succeed without community involvement and Rockford's story is no exception. Several community groups liaison with the Rockford Police Department in the attack on gangs. Some of the groups have worked on a more formal basis, while others have been less formal and structured. All have played an important part of the continuing struggle with gang intervention.

In the 1980's two sisters, Mary Allen and Jean Flores, began a street intervention program called Martin House, support of which came mainly from a local Catholic parish. Initially established to intervene with an active prostitution trade, the sisters later became involved in gang intervention. The sisters established a rapport with the early investigators of the Gang Unit and various members of the command staff of the Rockford Police Department. On numerous occasions information was obtained from either Mary Allen or Jean Flores about recent gang violence, new gangs or members, and street rumors. Both were very active within the local media in educating the public of the growing



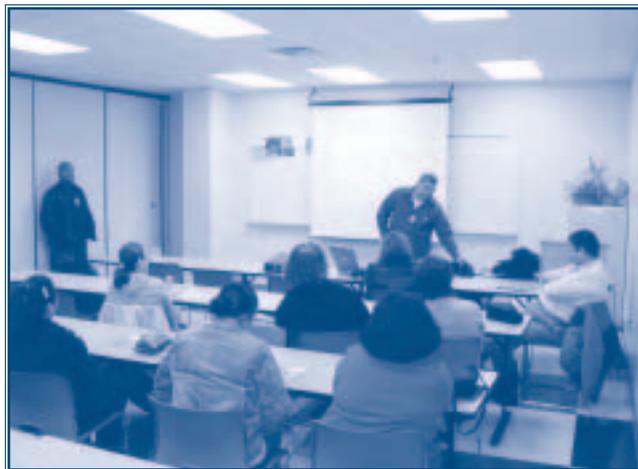
Detectives of the Rockford, Illinois Police Department Gang Unit giving a presentation on gangs to the public at LaVoz Latina, a hispanic outreach program. Detective Marc Posley (left) and Detective James (JR) Randall (right) handing out gang information books.

gang problem and creating community awareness. But the work was hard, the hours long, and sometimes the rewards few. The sisters grew tired and funding for the Martin House became more difficult. Martin House closed and the sisters eventually became less active.

Several years later the void was filled in part by a group calling itself “Preachers in the Gap”. This group did not fully develop into a significant partner in gang intervention and eventually disbanded.

A successful program developed in the late 1990’s through the early 2000’s when the Illinois Attorney General’s Office opened the Neighborhood Resource Center in what was at the time the highest crime area of Rockford. A “safe house” was established where young people could come to use a computer, do their homework, and free themselves from the lure of gang involvement. One of the unexpected rewards from the establishment of the Neighborhood Resource Center was that parents began to utilize the “safe house.” Crime statistics were continually tracked in the immediate neighborhood and a reduction in crime was observed.

Recently two groups have become a strong part of a community-wide gang intervention program. “Let’s Talk It Out” has developed into a strong street ministry group providing young people with



Detective Randall Perez-Borbon taking questions from the audience.

activities and alternatives to hanging in the streets. A spin off group of “Let’s Talk It Out” has also emerged. This group is the violence prevention group “Cease Fire”, a violence prevention program developed at the University of Illinois–Chicago. This group will respond to neighborhoods where shootings occur to attempt to calm both fears and tempers to prevent further violence. The group maintains open communication with the police department and city hall, and has very positive support through the local media.

We are very proud of our professional relationship with numerous federal agencies such as the Bureau of Alcohol, Tobacco and Firearms and the Drug Enforcement Agency both of which have formed professional partnerships with the Rockford Police Department. This strong relationship has resulted in a very successful Safe Neighborhood program where every gun taken as evidence by our agency is fully traced by ATF. We also partner with DEA in an extensive drug task force targeting drug operations run by gangs.

All of the above has created a multi-faceted approach to the issue of gang intervention which involves a strong private-public partnership.

ESTABLISHED

As stated above the initial program began in the late 1980's but the current format came about in the mid 1990's. More importantly the program continues to grow and expand today.

EFFECTIVENESS

The decrease in overall violence combined with the increase in information received from citizens when violence does occur.

FUNDING

Funding from a State of Illinois Grant assists with the Cease Fire program. Additionally many of the private community groups have received funding through private sources. Recently the City of Rockford was approved for Department of Justice funding for a Weed and Seed program.

OTHER INVOLVEMENT

The Public Works Department gives a large amount of assistance via the Graffiti Hotline, allowing citizens to report graffiti 24 hours a day. The Public Works Department has one full-time employee that responds to eradicate the graffiti, after photographing it for a reference book that has been kept over the years. The goal of Public Works is to respond and remove the graffiti within 24 hours and to restore the building to its' original color and look

as much as they are able. A Public Works Supervisor handles all of the administrative requirements for the program and provides additional assistance with graffiti removal when necessary.

We work closely with city legal and the Building and Community Development Departments in the condemnation proceedings of suspected drug houses through the strong use of ordinance enforcement. City legal assigns one city attorney to monitor and assist with this process for consistency in enforcement. Our Community Services Unit provides the law enforcement presence in these proceedings.

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LESSONS LEARNED

Don't ignore the warning signs of a gang presence in your community no matter how small or insignificant they may seem. Educate the public on what to look for and what to do when gang activity is noticed. Act on identifiable problems as soon as possible and obtain as much community support and assistance as you can. Establish a dialogue and seek input with community groups, as you never know what they may be able to bring to the table. Keep in mind that the lives of many of the citizens in private groups have been directly impacted by the gang problems in the community. We must involve them in the solutions.

"Never say never, and never say always." Remain open to the possibilities of a successful program as well as the probabilities. Don't limit partnerships to law enforcement groups and agencies alone, encourage all units of municipal government to participate and involve themselves with gang intervention. Recognize that partnerships can and do dissolve as easily as they form. Do not be discouraged when a partnership ends, instead look for other partnerships with new energy, ideas, and enthusiasm.

The Rome Police Department Policy and Procedure Manual directs that any information obtained on vice and organized crime activity is to be forwarded to the Detective Division and Special Investigation Unit as soon as possible. This affords the opportunity to have this type of activity identified and investigated at the earliest stages.

Another valuable tool that augments intervention is the department's debriefing procedure. This is a process that is implemented whenever someone is taken into custody. Information obtained in the debriefing procedure assists the department in the intervention of unlawful activity, such as gang violence. The debriefing procedure also serves to identify criminals and co-conspirators in certain ongoing investigations. This has proven to be very successful in many investigations.

The department has also provided intervention and prevention measures through its long-standing D.A.R.E. elementary and middle school programs. The D.A.R.E. programs have recently been replaced by a School Resource Officers Program, which has assigned police officers full time in the two middle schools. The School Resource Officers will be able to obtain information from students and monitor the general student population in the middle schools for any signs of gang activity or markings.

The Rome School District has now provided a new program to assign a police officer in each of the district's elementary schools at least one day per semester. The officer will provide specific awareness and training to elementary students from grades K-5. The officer assigned to implement this program is a certified elementary core D.A.R.E. instructor. This program will include Stranger-Danger, Safety and Drug Awareness and Prevention starting at the kindergarten and continuing through the fifth grade. The district also has plans that will provide for a School Resource Officer in the high school.

Students in the parochial school system from K-12 are also provided the full D.A.R.E. curriculum.

The Rome Police Department has an extremely active Neighborhood Watch/Crime Prevention Program that has always been vigilant of any type of criminal activity including gang violence. The officer assigned to this program has



Mayor James F. Brown

“Another valuable tool that augments intervention is the department’s debriefing procedure.”

certification in Crime Prevention from his recent attendance at a two-week seminar sponsored by the New York State Division of Criminal Justice Services and also from his attendance of a Youth Gang Awareness Seminar in Syracuse, New York. The Neighborhood Watch/Crime Prevention Program is an excellent program for the intervention and prevention of any unlawful activity including gang violence.

It is these types of programs that assist in the intervention and prevention of gang violence within our community.

ESTABLISHED

The Rome Police Department has always been vigilant for any evidence of gang violence. Mechanisms for intervention and prevention are provided for within the structure and total operation of the department.

To say that organized gang activity in this community is nonexistent or there are no signs of gang violence is basically true, however, about a year ago a Rome attorney who resided in the adjoining Town of Lee was arrested on methamphetamine charges. As this multi-agency investigation unfolded, it was learned that the Rome attorney was directly linked with Hell's Angels.

Also, one undercover investigator reports that we may have a group of two or three individuals that hang around together that call themselves a "gang"; however, nothing that would resemble an organized gang. There have also been some rumors amongst informants of the "Bloods and Crips" being in Rome. However,

investigators have never been able to confirm this information or uncover evidence to substantiate such a claim.

Mayor James F. Brown has committed his administration to work toward having Rome gain official recognition as a Weed and Seed Community. Along with this commitment, the police department has assembled an able team of officers, which consists of the Training Officer, the Crime Prevention/Neighborhood Watch Officer, and the newly assigned Weed and Seed Program Officer to work with the Mayor's Weed and Seed Committee to fulfill all of the requirements of this grant.

The Weed and Seed Program has targeted a designated section of the city, where there have been numerous public nuisance related problems and also a higher crime rate. The Weed and Seed Officer has also attended a five-day training seminar for the Weed and Seed Program.

EFFECTIVENESS

At the present time, the City of Rome appears to have no organized gang activity. This statement is made after a thorough survey on the subject that included key departmental personnel. In support of this statement, no reports of violence by a specific group of individuals against others have been received. Also, there has been no evidence of gang graffiti markings.

We have evidenced what we believe to be a very effective Community Policing Program. The Community Policing Program has brought forward information on various situations

"Total vigilance and community partnerships established through the total community policing initiatives have sent out a message to the undesirable element that crime, drugs, violence, gangs and public nuisances are quickly identified and appropriately dealt with."

and problems within our community. The department along with other local city departments and resources have been able to keep gang violence activity to a nonexistent level. Total vigilance and community partnerships established through the total community policing initiatives have sent out a message to the undesirable element that crime, drugs, violence, gangs and public nuisances are quickly identified and appropriately dealt with.

FUNDING

The financing of our programs are mostly local, however, the Rome School District has been a great assistance in providing some funding to the D.A.R.E. and School Resource Officer Program.

The Rome Police Department has been the recipient of funding from the COPS Office of the U.S. Department of Justice for COPS-MORE-UHP and COPS-SOP.

OTHER INVOLVEMENT

Though not an official program, the total community policing initiative of the Rome Police Department involves the mayor's office and many city agencies such as the Corporation Counsel, Codes Enforcement, Department of Public Works and the Planning Department. They have all been extremely helpful and resulted in success in this aspect.

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LESSONS LEARNED

The major lessons learned from the original COPS-MORE Program was that when intelligence provided information that unlawful and criminal activity was prevalent in certain neighborhoods, the police with all of the above resources intervened. A major saturation patrol effort was implemented and assigned police officers to foot and bicycle patrols. This method managed to clean the bad element out of the neighborhood; saturation patrol—cops on the beat-bicycle patrol—and public nuisance ordinances.

Mayors of cities experiencing gang violence should ensure that their police departments receive training and their awareness of gang violence is at its peak. Municipalities should employ certain initiatives

that encompass the mayor's office, the police department, corporation counsel and codes enforcement all working together to constantly deploy intelligence-gathering methods and understand the need for appropriate ordinances or initiatives. Police departments should maintain a training program for any type of situation that arises when a specific problem is identified. Command-level officers along with a combination of resources should implement saturation patrols, beat officers and enforce all public nuisance ordinances.

Gang violence is a serious threat to society and every effort should be made to intervene and prevent such activity.



Mayor Carl E. Morehouse

GANG VIOLENCE SUPPRESSION (GVS) PROGRAM

The goal of the Gang Violence Suppression (GVS) Program is to reduce the level of gang violence in the City of Ventura and to divert potentially dangerous gang activity into positive and constructive behavior. The program maintains communication and collaboration among the Ventura Police Department, District Attorney's Office, Boys and Girls Club of Ventura, Ventura County Probation Agency, Ventura Unified School District, community, and family of gang members or potential gang members.

The Law Enforcement and Prosecution Components attempt to swiftly identify, prosecute, and remove violent gang members from the community, while the Probation Component exercises intensive supervision in the community to prevent incidents of violence. This approach works to incapacitate gang members involved in violence. The Education Component (Ventura Unified School District) and the Prevention Component (The Boys and Girls Club of Ventura) work to educate and prevent gang involvement by young people.

Keys to program success are a dedicated police officer (who works on a team of six officers), a prosecutor, and a probation officer who are assigned to work only Ventura gang cases. With a reduced caseload, the deputy district attorney and probation officer can focus their efforts on knowing who the local gang members are and also have the time and resources to effectively prosecute and supervise them.

Central to success is the strategic operation of the police department's crime analysis unit and a full-time gang analyst assigned to the program. Being able to quickly identify gang members, their associates, hangouts, monikers, tattoos, and

vehicles and get this information to the GVS and patrol officers is imperative.

Our gang analyst works closely with her counterparts in neighboring cities, sharing investigative leads and cross-jurisdictional criminal activity. Police from these law enforcement agencies occasionally combine personnel resources in joint gang enforcement efforts, be it in a single city or multiple jurisdictions. This combination of resources is especially advantageous in executing gang search warrants and probation searches.

The District Attorney's office uses vertical prosecution so the same prosecutor handles the gang cases from arraignment to sentencing hearing. They also make use of the California criminal statutes against criminal street gangs that draw stiffer sentences, even for juveniles (Street Terrorism Enforcement and Prevention Act). Lastly, through their victim/witness services program the DA's office provides protection services, which is so important in gang cases.

Using a research-based gang prevention curriculum of "Get Real About Violence" and "Here's Looking At You," the School District provides instruction to K-12 students to empower them to make healthy choices. Members of the GVS team developed a program called "introduction to juvenile justice" that they

provide to educate middle schoolers about the legal consequences of gang involvement. The school district also offers an array of on-campus programs that focus on violence reduction such as peer mediation, conflict resolution, anti-bullying training, and school resource officers.

The Boys and Girls Club of Ventura through a full-time prevention coordinator provides counseling and mentoring as well as athletic programs and activities for at-risk youth. They also teach and provide peaceful conflict resolution and anger management through their

Peer Mediation/Eliminate the Hate programs. Parent Project classes are provided to give parents of “challenging or hard to manage” teens (12 and up) the tools that they need to help them become successful parents. Any of the component agencies can refer a troubled youth to the Boys and Girls Club for intervention services. Program staff provided counseling to almost 900 youth and/or their parents during the project’s first six years.

A successful tattoo removal component is operated by volunteers through the Boys and Girls Club of Ventura. This gives gang

“Central to success is the strategic operation of the police department’s crime analysis unit and a full-time gang analyst assigned to the program.”



members who want out of gangs an opportunity to break the visual ties to gang membership. Using a laser machine purchased under another grant the volunteer doctors and nurses have conducted a total of 212 removal sessions. Most tattoos require at least three–four sessions for complete removal. There is no cost or any other requirement to have a tattoo removed.

ESTABLISHED

The program was created in July 1998.

EFFECTIVENESS

Over the last three years gang membership has dropped 34 percent and gang-related crime has fallen 64 percent. Most gang leaders are imprisoned or on intensive probation supervision. Fewer kids are joining gangs and those who do are suffering the consequences if they adopt a criminal lifestyle.

While it is difficult to measure long-term effectiveness, we believe the program's prevention and intervention activities have laid the groundwork for our youth's future success. Since its inception, GVS program staff has educated nearly 13,000 school children in an anti-violence curriculum addressing gang violence, bias-related incidents, and peaceful alternatives to violence.

Additionally, the program received the Legacy Award in 2003 from the Boys and Girls Club of America.

FUNDING

Since its inception the police department has received partial program funding via grant funds from the California Office of Criminal Justice Planning through 2003, and currently from the California Office of Emergency Services, Criminal Justice

Program Division. Total annual costs to operate the program in the 2004–2005 fiscal year is \$471,000 of which \$311,000 is grant funds and \$160,000 is contributed by the participating agencies.

OTHER INVOLVEMENT

No other city agencies are directly involved. Community involvement is encouraged in several ways. First, volunteers are used by schools and the Boys and Girls Club of Ventura in their mentoring/tutoring/role-modeling programs for at-risk youth. Parents of at-risk and gang-involved youth are invited to attend parenting workshops conducted by the Boys and Girls Club of Ventura as part of the program.

We have worked to raise the level of community awareness about gangs by providing public workshops to encourage community members, teachers, and parents to go forth within the community to teach and inform about the evils of gangs and how to recognize the first signs of gang involvement.

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LESSONS LEARNED

Weekly police officers, probation officers, and the gang deputy district attorney meet for information exchange. Monthly, a local coordinating committee of supervisors from each component organization discusses gang problems, trends and procedural issues. Policies of each component towards gangs are harmonized through a Local Coordinating Committee that meets quarterly to review the program's progress and conduct strategic planning.

The multi-agency, multi-disciplinary approach tackles the gang problem on all fronts: suppression, intervention, and education. Within this framework, there are a number of successful elements

all hinging on the high level of cooperation and communication among components. Information sharing and group interaction among agencies is essential to a successful outcome.

A relatively high level of interagency cooperation is a prerequisite for program implementation. A spirit of teamwork and a realization that "we're all in this together working toward a common goal" increases program effectiveness. As one participant put it, "When you come to our meetings you need to check your ego at the door."

COMMUNITY BASE FOR NEIGHBORHOOD SAFETY PROGRAM

We expanded our community policing efforts to promote cooperation and active participation of our citizens in crime and gang prevention through education and the development of community-oriented programs. We developed the San Juan Municipal Police “Community Base for Neighborhood Safety” program. This crime prevention program integrates citizen participation and San Juan Municipal Police efforts to deter and discourage crime and gang engagement in the neighborhoods.

The San Juan Municipal Police Department establishes a “Community Base” in neighborhoods that meet the following requirements: 400 or more housing units; high rate of criminal activity or gang involvement; willingness of neighbors to volunteer their time; and an organized “Neighborhood Watch” program. The department provides the “Community Base” with the following: a command post, five community police officers and one supervisor, radio communication, telephone, training at the Citizen Police Academy, and uniforms for the civilian volunteers.

The uniformed civilian volunteers patrol on foot or in their personal vehicles, around their neighborhood, parks and common

areas, informing the police of any criminal activity in progress, or suspicious activity around these areas. Other volunteers at the command post or “community base” answer phones and radio communications. The police officers assigned to this base respond to the information transmitted, investigating and/or intervening in any suspicious or illegal activity in progress.

ESTABLISHED

San Juan is the capital city of Puerto Rico and has a permanent population of 450,000 and a daily flow of approximately 200,000 tourist and local visitors. During the years 2003–2004,



Mayor Jorge A. Santini

“We wanted to empower our citizens with the knowledge and tools to fight violence and to protect their kids and communities from this threat.”

San Juan reported the highest criminal activity in Puerto Rico compared to the other 77 municipalities of the island. To counteract criminal activity and gang violence, we created this program with the support of community leaders who are committed to preserve the quality of life and safety of their neighborhoods. These people volunteer their time and effort to help the San Juan Municipal Police keep their communities safe and to prevent gang violence. We wanted to empower our citizens with the knowledge and tools to fight violence and to protect their kids and communities from this threat.

EFFECTIVENESS

We measure the effectiveness of this program by the decrease in criminal activity and delinquency in the neighborhood where the program was implemented.

FUNDING

This program is financed by the San Juan Police and Public Safety Department budget from the city fund, and by grants from the COPS Office of the U.S. Department of Justice.

OTHER INVOLVEMENT

Some of the agencies involved in our program are: the City of San Juan Mayor's Office, the San Juan Police and Public Safety Department, the City of San Juan Emergency and Disaster

Management Agency and the San Juan Municipal Police Athletic League. Community involvement is formalized by the creation of a "Neighborhood Watch" group and the neighbors' completion of the "Citizen Police Academy." The "Citizen Police Academy" was created to give the public a working knowledge of the San Juan Police and Public Safety Department and law enforcement in general, empowering ordinary citizens with the tools they need to share responsibility for public safety and providing an avenue for community involvement and information-sharing.

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LESSONS LEARNED

We learned that creating a program that concentrates on a neighborhood's specific needs for safety and order is more effective than the traditional law enforcement model that concentrates on procedure and statistics. We have created a more personal police force with strong ties in the community and there is a true exchange of responsibility and information for public safety.

It is extremely important to be thoroughly informed about the problems in the community. You must involve and inform your staff as well as city agency directors and managers about their problems and needs.

It is important to establish a network of problem-solvers between the agencies so the information is channeled more efficiently.

The direct involvement of the mayor, the police chief, police officers, community leaders, and the local government is essential for the success of the program.

SIMI VALLEY COMMUNITY GANG TASK FORCE

The Community Gang Task Force was formed to study gang-related issues in Simi Valley and to develop recommendations to assist in resolving identified problems. The Task Force brings together a cross section of community leaders and members who have the ability to influence events in the area. The Task Force is chaired by City Council Member Barbra J. Williamson and includes representatives from law enforcement, the School and Park Districts, the Youth Council, various local religious and community service organizations, and four community members.

The Community Gang Task Force is scheduled to meet on a quarterly basis to analyze local gang activity and to review the progress being made in implementing Task Force recommendations. The Simi Valley Police Department Special Operations Unit is responsible for managing the Task Force. Task Force Community Members are recruited, interviewed and appointed by the Simi Valley City Council. The community members serve a two-year term of office. All other positions are by appointment from the individual agency and have no specific term limit.

ESTABLISHED

The Community Gang Task Force first met on January 9, 1996.

EFFECTIVENESS

The program's effectiveness is measured by analyzing statistical information about local gang activity. The statistics are compiled and reported to the Community Gang Task Force by members of the Simi Valley Police Department's Special Problems Section. These reports occur at each quarterly meeting and assist the Task Force with the identification of gang related



Mayor Paul Miller

crime trends. Based on this information the Community Gang Task Force makes recommendations to local law enforcement.

The Simi Valley Police Department also submits an annual report to the City Council outlining the current gang situation and indicating what progress has been made, as well as problems that were noted during the previous year.

FUNDING

The program is funded by the City of Simi Valley without financial assistance.

OTHER INVOLVEMENT

The Community Gang Task Force is comprised of representatives from the following agencies:

- Simi Valley City Council Member, Task Force Chairperson;
- Simi Valley Police Department, Chief of Police;
- Ventura County Sheriff's Department, Captain;
- Ventura County District Attorney's Office, Deputy D.A.;
- Rancho Simi Recreation and Parks District Board Member;
- Ventura County Probation Department Director;
- Simi Valley Unified School District Board Member;
- Local Religious Leader;
- Youth Council Coordinator (two representatives);
- Simi Valley Chamber of Commerce Member;
- Boy Scouts of America - Adult Leader;
- Simi Valley Neighborhood Council Representative;
- Council on Aging Representative; and,
- Local Community Members (four representatives).



Sergeant Joseph May of the Simi Valley Police Department's Special Problems Section educates members of the community on local gang activity.

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LESSONS LEARNED

This type of program can be extremely effective with the proper selection of membership. By bringing together leaders from a wide variety of local and county agencies, cities are able to effectively manage and mitigate gang-related issues as they arise. The Task force approach adds a dimension to the decision-making process and helps maintain the momentum developed during the Task Force meetings.

Ensure that action items identified at previous meetings are reported on and that follow-through occurs. Select a strong and motivated chairperson to lead the group. The chairperson is critical to the success of the program.

ST. LOUIS CEASEFIRE INITIATIVE

The St. Louis Ceasefire Initiative is designed to promote gang intervention, prevent gang violence, and to develop healthy relationships between law enforcement agencies and the community in which they serve. Agencies involved in the Ceasefire Initiative have monthly meetings in which information is shared, and strategies and ideas are developed to combat violence and criminal activity. Members focus on prevention as well as reactions to criminal behavior in the community.



Mayor Francis G. Slay

ESTABLISHED

The St. Louis Ceasefire Initiative was created in 1999 by joining vital resources of the following agencies: the St. Louis Metropolitan Police Department, the Mayor's Office, United States Attorney's Office for the Eastern District of Missouri, the St. Louis branches of the Drug Enforcement Agency, the Bureau of Alcohol, Tobacco and Firearms, and the Federal Bureau of Investigation, and the Department of Probation and Parole. The program was created to deter individuals from carrying illegal weapons, deter gang participation, and to deter criminal activity.

EFFECTIVENESS

Program effectiveness is measured by analyzing annual statistics of homicides, assaults with weapons, and gang related crimes for decreases and/or increases. Additional information received from various community organizations is examined to see if the efforts of the St. Louis Ceasefire Initiative have noticeable effectiveness on improving the quality of life in neighborhoods.



Sergeant Carlos Ross of the St. Louis Metropolitan Police Department's Gang Unit talk to students about their gang affiliations and getting them to curb their 'gang mentality' while at school.

FUNDING

The program is financed through federal grants and the St. Louis Metropolitan Police Department.

OTHER INVOLVEMENT

In addition to the previously mentioned agencies, the following agencies/organizations are actively involved in this initiative: the Circuit Attorney's Office for the City of St. Louis, the Missouri Department of Social Services-Family Services Division, church/clergy groups, neighborhood block units, and neighborhood watch groups. All involved organizations and groups are allowed to share ideas and actively participate in strategy creation. Each group's participation is vital in the program's success as each group will experience criminal gang activity from different perspectives. The diversity of the groups creates a broader spectrum of ideas for improving neighborhood quality of life. The community's voice is expressed through church/clergy groups, block units, and individual citizen representatives who reside in the targeted areas.



Sergeant Carlos Ross and Detective Stephen Clemons (from the left) of the St. Louis Metropolitan Police Department's Gang Unit talk to students about their gang affiliations and getting them to curb their 'gang mentality' while at school.

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LESSONS LEARNED

The following lessons have been learned by the St. Louis Ceasefire Initiative:

- 1) Create a program that has a broad and diverse membership base;
- 2) Share information and intelligence to ensure that all members know the same things;
- 3) Maintain community involvement as it is a vital component of the program's success; and,

- 4) Meet consistently (monthly is ideal) to share information and create new strategies for achieving goals.

Any mayor interested in replicating the program must successfully do the following:

- 1) Remain consistently involved with the program by appointing a representative dedicated to improving neighborhood quality of life;
- 2) Work consistently with members of the Police Department; and
- 3) Share information because it is vital for the program's success.

The City of Sunnyvale, specifically the Department of Public Safety, acknowledges the need for both pro-active and re-active solutions to address gang issues. More specifically, the Department addresses the challenges from the perspectives of intervention and prevention.



Mayor Dean J. Chu

In the hopes of affecting the youth of the community to make appropriate decisions before submitting to the gang lifestyle, efforts include:

- Gang topic talks provided to all sixth graders in Sunnyvale. This age was targeted due to the receptiveness of ten and eleven-year-old youth to messages from the police and the belief that exposure to the gang lifestyle is limited to older siblings and the media;
- Sunnyvale offers a “First Offenders Program” in coordination with our County Juvenile Probation Office. This program includes education and one-on-one counseling. Many of these “First Offender” qualifying crimes include those on the “outskirts” of gang-related offenses (i.e. minor assaults, graffiti and other vandalism); and,
- Sunnyvale offers a low (or no) cost boxing program where youth, intent on expressing themselves physically, may do so in an environment of safety and strict rules governing conduct.

In the hopes of intervening and dissuading those already involved from continuing in their ways, the city practices:

- Zero tolerance for gang-related crimes, with an even stronger focus on those crimes that take place at school. All the school campuses in Sunnyvale have a specific liaison officer to work with. Together, we work as a team to try and eliminate gang lifestyle conduct on school campuses;

- Schools with open and obvious gang membership receive strong visible police presence on a daily basis. Gangs tend to operate from a position of “comfort” and will increase their activity based on the amount of freedom provided to them. The strong police presence and frequent contact does not allow that position of comfort to form, at least while at school. In addition, the department has a Gang Enforcement Team (GET). This is a select group of officers trained in gang lifestyle and officer safety contact skills; and,
- Bi-monthly, and in coordination with County Probation, we have probation/parole compliance “stings” where groups of Probation Division and Juvenile Probation Division officers make random home and neighborhood visits to check on compliance to terms of probation or parole. Violators are arrested or written up, and those in compliance are encouraged to continue.

ESTABLISHED

The program, in its current state, continues to be a “work in progress.” Our goals are to remain flexible enough to respond to community needs and changes, continue doing what seems to be effective and discontinue or “tweak” what is not working. Most of the above efforts have been a part of our efforts for over a decade. “Zero tolerance” began about six years ago, and the boxing program is in its second full year.

EFFECTIVENESS

The eternal challenge... We have the technology to track recidivism and this is very useful for our “First Offender” program. Measuring some of the other efforts for effectiveness is more difficult. As with all pro-active efforts, how can you know if it was the education you provided that kept a youth from turning to gangs (short of the officer’s receiving a call years later and being told so)? Ultimately, if your community and schools are pleased with your efforts, then you have been effective. Our community has rated the Department of Public Safety positively in 90% of public safety concerns addressed.

FUNDING

The majority of costs are picked up by the City of Sunnyvale, specifically within the Department of Public Safety and charged between the Community Safety Services Bureau and Police Services Bureau. The city contracts our Juvenile Probation Department Officer and his salary is split between Juvenile Probation Department and the Department of Public Safety. The boxing program began with a donation from Advanced Micro Devices, takes place at Columbia Middle School and has a Department of Public Safety gang officer volunteer his time to run the program.

OTHER INVOLVEMENT

The six facets of the program would not be able to take place without the support of involved groups or organizations. The Sunnyvale schools encourage and schedule our officers for the gang talks, and promote the “Zero Tolerance” within their policies.

The Santa Clara County Juvenile Probation Department provides the Probation Officer for the First Offenders Program and the probation compliance stings. As previously mentioned, Advanced Micro Devices donated the equipment for the boxing program.

Where the community shows its support for our efforts is in the First Offenders Program. Parents of the arrested youth have the option of bypassing the program and just using the Probation Department for adjudication of their cases. Over 90% of the parents and juveniles offered the choice of using the First Offenders Program make use of the opportunity.

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LESSONS LEARNED

Support and participation by the schools is invaluable. Whether we as a society like to admit it or not, our schools are a nexus between the established gangs and their potential members. The more prevalent the gang lifestyle is expressed on a campus, the greater that nexus becomes. Our schools remain an environment that allows for some behavioral control. By not focusing efforts in that environment, a police department and, in turn, the community, miss an opportunity for positive impact. Remain open minded to fresh ideas and open to outside assistance.

Establish or maintain the police presence at the schools in your community to function as liaisons, educators and law enforcers. Do not relinquish intervention and enforcement for the “feel good” efforts associated with prevention. All angles are necessary for effective programs. Provide your police departments with the funds necessary to train their officers in gang-related enforcement.

The Virginia Beach Police Department has focused our limited resources on the mission of prevention through education and information sharing. We have developed our staff and enhanced the training they receive on the investigation of gang-related crime by remaining members in the Virginia Gang Investigators Association. The Virginia Gang Investigators Association has hosted training in our city and we participate in regional information sharing with detectives in this organization. We have sent two of our staff to the National Gang Crime Investigators Training Conference to expand our knowledge on the topic of gang proliferation.

The Virginia Beach Police Department developed a training program that is a part of the annual orientation for school security staff and administrative staff. We developed and present this training in close cooperation with the Office of Safe Schools. Our city uses School Resource Officers in the high schools to teach the “Options Choices Consequences” Program to promote problem-solving strategies to avoid gun and gang violence. The Commonwealth Attorney’s office and the Sentara Health Network participate in this program. We have distributed seven bulletins for the department in the past year which deal with specific and valuable intelligence on gang activity observed in the city.

Our detectives have also provided training on gang issues to civic groups in our city. In addition to the prevention through education programs detailed above, we augment the patrol and investigative missions by providing intelligence specific to gang activity. This intelligence is valuable to officers investigating crimes from graffiti to malicious assault.

We have two detectives assigned to collect analyze and disseminate intelligence on gang activity in our city. These detectives collect information from different sources including: citizens, the Incident Based Reporting system, the Criminal Intelligence Database, Probation and Parole, School Division administrators, and school resource officers. In the past year these detectives have entered data on the identities, activities, and statements of over 35 gang members in our Criminal Intelligence Database. Our detectives have catalogued and linked the statements of these gang members in the database so that they are available to other members of the law enforcement community. This information is passed on as appropriate to patrol officers so that they can be aware of the growing threat of gang activity in our city and, so that they can be better prepared to gather intelligence for us. In addition, we have registered a confidential informant who is a gang member in our city. We have worked with uniformed



Mayor Meyera E. Oberndorf

officers and detectives to perform surveillance and planned patrols to arrest gang members who are involved in criminal activity.

The Criminal Intelligence Unit (CIU) has performed work in the field gathering intelligence on disruptive groups that may become classified as gangs to credit or discredit information received from different sources. These operations include surveillances at concerts and sporting events where young people congregate and are sometimes assaulted.

ESTABLISHED

Many of these programs have been in existence for several years. The CIU has been working for the past year to improve our ability to provide timely, accurate and valuable intelligence on the growing problem of gangs in our community.

EFFECTIVENESS

It is difficult to measure the effectiveness of the programs we operate. We have interviewed more gang members and identified more gangs this year as opposed to last year. This may just be a function of more gangs existing. It may also be a function of adding an additional detective to take on the duty of gathering the intelligence. There are significantly more debriefs or summaries of interviews describing the criminal activities of gang members in the system. These debriefs are valuable for investigators and easy to access. We believe we are better able to assist patrol officers and investigations with practical intelligence, but we can not link these programs to decreased gang-related crime.

FUNDING

These programs are not financed by any outside sources. We are simply doing more with the same resources. We had to solicit money from police unions to afford the training offered at the National Gang Crime Investigators Conference. We have submitted a proposal to Congressman Wolfe's office to use grant funds to augment our staff in 2005.

OTHER INVOLVEMENT

No other city agencies are involved in our programs. We know the Parks and Recreation Department provides a youth at-risk program, but this is not designed for gang involved children exclusively. The Boys and Girls club is starting a mentoring program for gang-involved youth but, this is not tied to the police department. We work closely with the School Division to develop strategies and share information.

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LESSONS LEARNED

The major lesson learned from our experience with gang intelligence is that there is a great deal of room to grow. Gangs influence crime from bullying to graffiti to mob assault. All of these crimes existed before gangs came to the neighborhood but gangs make them worse. An assault prompted by a gang's desire to wield influence causes the victim to seek a gang for protection. Two kids with a spray can are less of a threat to the community standard than two kids

spraying gang graffiti. Gangs acting as bullies in schools are more disruptive to the safe learning environment than any one disruptive child. Gangs, by their very nature, are force multipliers for the crimes they promote. Until law enforcement from the patrol officer through the prosecutor are prepared to see gang-involved crime as separate and distinct from other crime, we will be behind the curve and less prepared to protect the community from the proliferation of gangs.

The Wheeling Police Department in conjunction with Wheeling High School, school districts 21 and 23, crime free multi-housing, neighborhood watch groups, community beat meetings and local landlords are using a multi-pronged approach to gangs and gang violence.



Mayor Greg Klatecki

These programs were created specifically to promote gang intervention and prevent gang violence in our village.

D.A.R.E. Officers:

Our D.A.R.E. Officers instruct all fifth grade children at four different elementary schools about the cause and effect of gangs, gang initiation, colors, dress, graffiti and how violence is a large part of the gang culture.

Rockin' With The Cops:

Approximately three to four times per year our department hosts an event called Rockin' With The Cops. At this event, anywhere from fifty to three hundred children attend and interact with officers by playing basketball, volleyball, swim, dance, listen to the DJ, eat pizza and win prizes. These events have been hosted at indoor/outdoor community recreational centers and neighborhood association pools. *This program has been conducted for the past five years.*

Police and Children Together (P.A.C.T.) Camp:

One time a year in the summer our departments hosts the Police And Children Together (P.A.C.T.) Camp for twenty-four children ages ten to twelve and are selected by school counselors and school liaison officers. The children are placed into teams with officers as the leaders and spend the week building self-esteem and learning about teamwork. The children play team sports, interact with the mentally challenged children at the local high school, and go on field trips to the Aquatic Center, Milwaukee County Zoo and the Nature Center. *This program has been conducted for the past five years.*

Youth Outreach:

The Outreach Program provides the opportunity for Youth Officers to contact youth identified as at-risk through negative contacts with the police department, courts, probation, and schools. The officers also contact youth who are identified as potential victims for the gang and/or drug social/environmental pressures. Through the Outreach Program, several events are held throughout the year which provide interaction between police officers and community youth building positive relationships. *This program has been conducted for the past five years.*

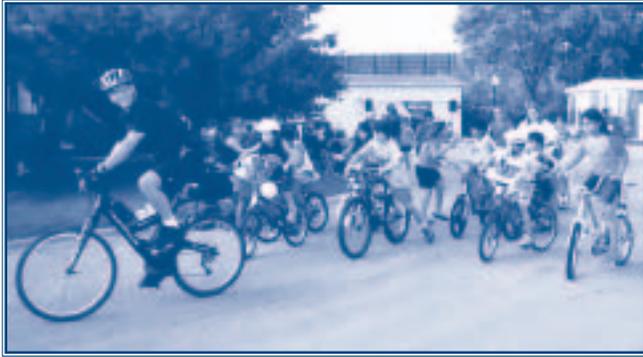
Gang Database:

Our department has implemented a gang member database which tracks all local gang members in our village. The gang database will also have a program for officers to view gang member photographs from their vehicle squad laptops. *This program has been in existence for three years.*

Training and Enforcement:

Our department has sent several officers to specialized training to become Gang Enforcement Specialists. These officers are assigned several shifts to patrol and respond to any gang related activity.

Officers work in four-hour blocks to conduct Gang Suppression and Saturation Patrols. The officers patrol in pairs, wear undercover clothes and monitor targeted gang locations. *This program has been conducted for the past five years.*



Officer Scott Laverd leading a bicycle parade through one of the neighborhoods.

Two full-time Tactical Officers are deployed to these targeted locations to assist with gang suppression and drug activity.

The Bicycle Unit which is comprised of two officers also assists with gang suppression and the reduction of drug activity. *This program has been in existence for two years.*

EFFECTIVENESS

The Wheeling Police department has achieved success in all of the programs undertaken. Sixty-one youths were identified through the Outreach Program as being at-risk. Officers made over one hundred home visits with these youths and their parents during the year. Of the sixty-one youths identified, four youths were documented with continued gang contacts and curfew set by Juvenile Courts, two were re-arrested for a criminal offense, and one violated probation and a Juvenile Arrest warrant was issued. This equates to a 13% recidivism rate (eight out of the sixty-one identified youth) for some type of criminal activity or police contact.

Each programs' effectiveness is measured differently. While some of the programs with long range approaches (D.A.R.E., Rockin' With The Cops, P.A.C.T. Camp) are more difficult to track with respect to effectiveness, while other programs are easier and more immediate (Gang Specialist, Saturation Patrol, Bicycle Unit, Tactical Unit and Crime free Multi- Housing). These programs are measured by a reduced number of citizen complaints, calls for service and a reduction in gang memberships.

FUNDING

Our programs are financed both through the Village of Wheeling and The U.S. Department of Justice—Local Law Enforcement Block Grant.

OTHER INVOLVEMENT

Teachers, parents, neighborhood watch programs, and the crime free multi-housing programs are all involved in learning about gangs and making sure that their students, children and neighborhoods are safe from gangs and gang activity. We have worked closely with landlords in targeted locations and assisted them in posting no trespassing/no loitering signs, increasing lighting and nuisance abatement.

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LESSONS LEARNED

When identifying a problem and finding the solution, one must be able to be creative in implementing programs and have the proper people in place to do the job. A well thought out tactical approach can work wonders. Citizens are better prepared and more educated in assisting law enforcement officers in doing their jobs and identifying problem areas. Young children are finding ways through educational programs that gangs are not as glamorous as they are made out to be, and they should stay away from them. The officers must feel that they have the support of the administration and feel empowered to go out and do the job.

Depending on the needs of your town, these programs are good at reducing citizen complaints, calls for service, increasing community relations, etc. Please make sure you have a location that is a problem area prior to implementing a program. One or two calls from the same person may not automatically qualify for a program. A crime analysis report and statistical data can support or dispute that a problem may exist.

YONKERS POLICE DEPARTMENT GANG UNIT

The Yonkers Police Department (YPD) Gang Unit is composed of four detectives and one detective sergeant. This unit was created to identify street gangs and their members, determine their trends and collect any and all intelligence on gangs and gang-related crime. The YPD Gang Unit has taken an aggressive approach towards policing the city's gangs. The YPD Gang Unit has worked in conjunction with outside agencies such as the Federal Bureau of Investigation (FBI), Drug Enforcement Administration (DEA), and Alcohol, Tobacco and Firearms (ATF) on several different operations, resulting in arrests of numerous violent gang members.

For instance, in October of 2004, the YPD Gang Unit and the FBI concluded a yearlong investigation, which resulted in the recovery of nineteen firearms, a large quantity of "crack" cocaine and the arrest of 26 members of the Bloods street gang and their associates. This joint investigation has successfully hampered the ability of the Bloods street gang to conduct criminal activity and has prevented further gang violence. Also, the publicity of these successful operations has deterred other youths from joining such street gangs.

ESTABLISHED

The YPD Gang Unit was formed in May of 2001. This unit was formed to combat a rise in gang activity and gang violence. The YPD Gang Unit was the first such police unit formed in Westchester County. As of this date, it remains the only full-time gang unit in the county.

EFFECTIVENESS

There are several ways to measure the effectiveness of the YPD Gang Unit. One way is that there has been a noticeable decrease in the identification of new gang members. Another way is the manner in which the collected intelligence has been utilized. Information and intelligence gathered by the gang unit has been used to solve numerous homicides, assaults and other crimes, both gang and non-gang related.

FUNDING

The YPD Gang Unit is funded out of the City of Yonkers Police Department budget. The department is currently seeking alternative ways to fund this program.

OTHER INVOLVEMENT

The City of Yonkers Board of Education has worked with the Yonkers Police Department Gang Unit on numerous occasions. Members of the gang unit have spoken to groups of teachers and students at length on topics such as



Mayor Philip A. Amicone

the consequences of gang membership and how to identify gang members and gang activity. The gang unit has also worked closely with police officers assigned to the schools, as the schools tend to be a breeding ground for gang activity and recruitment. Often times gang activity that occurs in the schools spills over to the street, thus making intelligence gathered from the school system extremely important.

The YPD Gang Unit has also worked with different community groups such as the Nepperhan Community Center. The Nepperhan Community Center is an active community group working in a neighborhood plagued by gang activity. The YPD Gang Unit is in constant contact with this group to identify and assess gang activity. Members of the gang unit have attended workshop conferences with members of the Nepperhan Community Center in order to build a stronger rapport. This philosophy has proven to be a tremendous success.

In addition to these city agencies and community groups, the YPD Gang Unit has developed and maintained strong working relationships with outside agencies such as the FBI, DEA, ATF, Westchester County District Attorney's Office, US Attorney's Office and countless local police departments from as far away as California. The gang unit has learned that the utilization of the resources of these agencies has proven to be priceless.

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LESSONS LEARNED

One helpful lesson learned from the program is the success of the two-prong approach taken by the YPD Gang Unit. The gang unit has taken an aggressive approach towards the policing of street gangs in the City of Yonkers, while maintaining a working relationship with community groups, and in many cases even gang members. The aggressive approach has proven successful in that many of the more hardened and violent street gang members have been incarcerated and removed from the street. This approach has also resulted in a decrease of successful gang recruitment, as youths are more hesitant to join these gangs. The community involvement has proven to be successful as the gang unit seems to have maintained the respect of the community, which has resulted in the gathering of intelligence from the public.

Another lesson learned is that the intelligence gathered by the gang unit has proven to be an invaluable tool. In many cases, valuable time has been saved on important investigations by using information gathered by this unit. A prime example of this is a homicide investigation that began after the body of murdered Hispanic male washed up on the shore of the Hudson River. Due to the condition of the body, the male was unrecognizable and his identity was

a mystery. The investigation was at a standstill until YPD Detectives utilized the resources of the gang unit. By viewing photos of the victim's tattoos, a gang unit detective was able to identify the male as a Mexican gang member who was well known to him. Through routine intelligence gathering, this gang unit detective had previously identified this male as a gang member and had recorded all of his tattoos. This information led to the identification of this then nameless homicide victim, and ultimately the solving of this case. Without this intelligence, this transient, illegal immigrant would likely have remained unidentified and the murder would be unsolved.

The first step for mayors interested in replicating this program should be to assess the community and determine if, in fact, there is gang activity and, if so, how severe the problem is. If the severity of the problem warrants the creation of a specialized police gang unit, it should consist of experienced and motivated police officers, detectives or supervisors. This unit should work closely with as many community groups as possible while utilizing the resources of local and federal agencies.





THE UNITED STATES CONFERENCE OF MAYORS
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